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A SURVEY OF UTAH'S PROGRAM FOR CARRYING OUT C  
THE TEN POINT PLAN OF THE STATE COUNCIL  
FOR CRIME PREVENTION.

1934

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A Thesis

Presented to  
the Department of Education  
Utah State Agriculture College

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In Partial Fulfillment of the  
Requirements for the Degree of  
Master of Science in Education

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by

W. Howard Kunz

June 1935

#### ACKNOWLEDGMENTS

The author expresses his thanks to Professor C.E. McClellan and Dr. E.A. Jacobsen for painstaking suggestions and criticisms. To Dr. Le Roy E. Cowles for use of material from his Doctor's Thesis on a similar subject.

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## CHAPTER I

### INTRODUCTION

Statement of the problem. The study is to determine what is being done in the schools of Utah to contribute to the realization of the Ten Point Plan, proposed by the Utah State Council for prevention of crime, through social education.

Importance of study. There are accusations<sup>1</sup> made that the schools are not making, and have not made, the best use of their opportunities in regard to character education and training. Many people<sup>1</sup> do not understand why criminal tendencies, especially among the adolescents, are gaining so rapidly at a time when the nation is spending large sums on education. They think the schools are emphasizing the creative impulses and personalities which foster in the students a recklessness that breeds crime. The question is - are the schools spending too much time with the average group and leaving the fringe of the student population without proper training and guidance for future social adaptation?

Evidence<sup>1</sup> indicates that delinquents, committing the most crime, who are brought into the courts most frequently, are people who have not taken advantage of existing education opportunities.

The schools serve neither the intelligent nor the below average pupil adequately. Often it is these types especially the latter who are in the greatest need of character training.

---

1. Mr. Wickersham, a Newark editor of Call (New Jersey) as reprinted in School Executives Magazine 50:566 August, 1931.  
G.A. Goates, Speech, Making a Nation Crime Conscious, Public Instructions, page 304 Items for Superintendents.  
Quotations from the Hornell (New York) Tribune Times as reprinted in School Executives Magazine 50:567 August, 1931.  
Radio Talk, KSL, December 5, 1934 by Charles H. Skidmore, State Superintendent, Public Instruction of Utah.

It is a Utah problem and the State Council for crime prevention purposes to broaden the school offering to include all legitimate pupil interests and capacities. No pupil is to be made to feel that he is an out-sider and consequently to seek self-expression in other ways.

#### PROCEDURE

At the present time the gathering of information by the questionnaire method is looked upon, somewhat, with disfavor. In lieu of this method the investigator made personal interviews and received the information herein, on a written form. He stated specifically the questions in need of answer and preserved them in writing in the words of the superintendent to whom the questions were put. a personal interview was obtained from the superintendent of each school district used in the survey. A new form was used for each interview and all data were written on the form during the interview. The data used in this study came principally from this procedure.

Of the twenty districts used, personal contact was made to eighteen and a questionnaire was sent to the other two<sup>1</sup> for the information wanted.

---

1. Rich and Tootle districts.

## DEFINITIONS OF TERMS USED

Crime. "Crime is an act believed to be of such serious consequence to the well-being of society or of the public life of the state, that it has been brought within the cognizance of the law and there specifically prohibited—generally with a penalty prescribed for its commissions. Likewise the omission of an act expressly enjoined by the law constitutes a crime." 1

The Ten Point Plan. "Thoughtful people throughout the nation have been shocked by the growth of lawlessness, particularly among the late adolescent. A committee of the United States Senate, Senator Royal S. Copeland, Chairman, was appointed to study means of crime prevention. Colonel John A. Randall, President of the Rochester Athenaeum and Mechanics' Institute, Rochester, New York, was appointed executive secretary of this committee."

A similar committee was appointed in Utah with Dean Milton Bennion as chairman. On invitation of the local committee, Colonel Randall came to Utah to study conditions here and to assist in the promotion of a state program for crime prevention through education.

Following are the items of the ten point plan:

1. The appointment of a community council in each community or high school center, composed of representatives of all groups whose activities or interests impinge on adolescents.
2. Strict enforcement of present compulsory school law. That every child shall be in school or properly excused.
3. A system of student guidance or counseling that shall embrace the vocational, social, economic, and educational interests of each individual of school age.
4. Adequate and cumulative records for each child.
- 5.
5. Reorganization of curricular content of school offering, to adequately provide for individual differences and interests.
6. Promotion of such allied activities, including student organizations and hobby clubs, as are necessary to the development of active life interests among students.
7. Reappraisal of school methods, and adoption of methods that will diagnose individual difficulties and needs, and provide adequate remedies.
8. There shall be a program of in-service training of teachers now in service as well as those who shall later be employed shall become adept in counseling, diagnosing, and guiding in social, economic, and educational activities of the youth.

- 
1. Best, Harvey. Crime and the Criminal Law in United States, New York Macmillan Company, 1930. Page 3.
  2. Taken from selection pages from Items for Superintendent on Utah State Council for prevention of crime through social education. Bulletin 1934, No.A-17, page 248.

9. Any program need evaluation. It is essential also that the means used in evaluating are reliable. It is proposed, therefore, that techniques be devised that will reliably measure the program and its results.

10. It is essential that the public, who is an important party in such a program, be kept informed. Adequate publicity to the purposes, activities, and accomplishments of such a program should be had.

#### DELIMITATIONS

This study is limited to the Ten Point plan suggested by the Utah state committee for prevention of crime through social education. It will include the extent to which this plan is followed in the school district which have the same ends in view as the state plan.

This study is geographically limited to the twenty northern districts of Utah, mainly because of the inadvisability of using the questionnaire method, and it was possible for the investigator to make personal contact with the superintendents of each of these districts. The twenty northern districts are listed alphabetically as follows:

Alpine, Box Elder, Cache, Davis, Granite, Jordan, Morgan, Nebo, North Summit, Park City, Rich<sup>1</sup>, South Summit, Tooele<sup>1</sup>, Wasatch, Weber, Salt Lake City, Ogden, Provo, Logan and Murray.

#### ORGANIZATION

The study is divided into eleven chapters. The first deals with the introduction and related studies. The following nine chapters discuss the ten points of the Utah state committee of education for prevention of crime through education. Tables and figures are used when they lend clarity to the discussion.

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1 and 2. Rich and Tooele districts were contacted by mail because of the impracticability of making a personal visit.

Chapter eleven contains conclusions and summary of the thesis as a whole and is used to point out important findings of the whole study. It also contains certain recommendations.

The bibliography contains all material, the authors, and publishers under the following headings: United States Bulletins, State School Bulletins, Local Bulletins, Magazines, Reports, national, state, and local, books, and correspondence. The bibliography contains sources of ideas as well as quotations.

The appendix contains a copy of the form used by the investigator in obtaining information from the various district superintendents.

It contains a sample of the cumulative record blank issued by the State Office of Public Instruction.

The following sources of material were utilized by the investigator in this study:

National Educational Bulletins

Federal Bulletins and Reports

Utah State School Laws

Biennial Reports of the State Superintendent of Public  
Instruction of Utah

Bulletins, Circulars, and Letters from the Utah State

Office of Education

Reports of District Superintendents

Interviews with District Superintendents

Yearbooks of Department of Superintendence

Reports of National Educational Conferences Correspondence

Statistical Reports of the State of Utah

Biennial Reports of Juvenile Court Commission



## RELATED STUDIES

Guidance and character education are as old as education itself, consequently there is an abundance of material written on the subject. Studies definitely on programs in Utah are not so extensive. This review will limit itself to two outstanding studies that have been made of Utah or parts of Utah upon closely related and identical phases.

Probably the outstanding state-wide study was made by Dr. LeRoy E. Cowles<sup>1</sup> for his Doctor of Philosophy Degree Thesis at the University of California. The subject of the thesis is "The Utah Educational Program of 1919 and Factors Conditioning its Operation."

Cowles study covers the period from 1919-20 to 1924-25 and limits itself to the four following phases:

1. Compulsory and part-time school/attendance.
2. Americanization of aliens.
3. Supervision of school children for twelve months.
4. Health Education.

In the treatment of these feature, Cowles' study is further limited to a consideration of the establishment of classes, the enrollment and attendance of pupils, the employment of teachers and supervisors, and the cost of instruction and supervision.

Dr. Cowles' study follows these four features through a five year period showing their success or failure and factors conditioning their successes or failures. It covers the machinery put into operation and the attitudes of those people important in carrying out the program.

---

1. Dr. LeRoy E. Cowles, Dean of Lower Division, University of Utah, Salt Lake City, Utah.

The Study showed that only one of the four, that of compulsory and part-time education, met with marked success. Americanization and twelve months supervision of school children were carried out for only a few years after the laws were passed in 1919. They were almost completely discontinued in the districts by 1925. Health education had become considerably decreased by 1925 and was only carried out in a few of the school districts.

The two factors that affected success of the educational program of 1919 were cost and the problem of leadership. Dr Cowles' study shows that both of these factors could be eliminated but that it would require a gradual development rather than undertaking the entire program at one time as was the case in 1919-20.

The second study, which is limited to the study of Granite school district, was made by Dr. Frances W. Kirkham<sup>1</sup>, for his Doctor of Philosophy Degree thesis at the University of California. This thesis was made into an Office of Educational Bulletin<sup>2</sup>, "Educating all the Children of all the People."

Dr. Kirkham's study enumerates the program of the state set up by the school laws of 1919, and shows how Granite School District adapted the programs to its situation and carried it out successfully, or with a high degree of efficiency.

Dr. Kirkham's study is divided into the following chapters:

1. The problem and the achievement
2. Granite district and its plan
3. Child Accounting system

---

1. Frances W. Kirkham, Educational Director, National Child Welfare Association, formerly State Director of Vocational Education in Utah, once Superintendent of Granite District, Utah.  
 2. Department of Interior, Bulletin 1861, 1921 Office of Education, Educating all the Children of All the people.

4. Child guidance program
5. Methods used in child placement
6. Studies in the development of methods.

The important thing in relation to Dr. Kirkham's study is it shows, that a program, such as the one started in 1919 by the state, could be carried out successfully and effectively when all forces of the district cooperate toward common ends.

The two studies, briefly outlined above, show previous attempts that have been made to adapt the school offering to all pupil needs and interests. The prevention of crime was not considered a chief objective of these programs but if the program had been successfully carried out on a state-wide basis the present ten point plan may not have been necessary. The previous programs contain many of the features of the present plan offered by the state such as: compulsory school attendance, twelve month's supervision, health education, child accounting systems, child guidance program, and the development of methods. These previous programs involved in most cases only the schools while the present program goes beyond and attempts to get the cooperation and support of all organizations and interests both in the schools and out.

## CHAPTER II

### STATE AND COMMUNITY COUNCILS

#### The purposes of this chapter are:

To give the organization for the appointment of community councils, the personnel and objectives of such councils set up by the Utah State Committee for the prevention of crime through social education.

To show to what extent the various school districts have followed the suggestions made by the State Committee.

To show the existing agencies in the school districts that are carrying out the work of councils or partially doing so.

Item one of the ten point plan, set up by the State Council, is:

"The appointment of a community council in each community or high school center, composed of representatives of all groups whose activities or interest impinge on adolescents."

One of the chief reasons for the establishment of these councils is to have some organization that can adequately provide and supervise wholesome creative leisure, especially for adolescents, in each community or high school center. The state committee suggested the following objectives and organization to carry out this work<sup>1</sup>.

#### THE Prevention of Crime Through Wholesome, Creative Leisure

##### I. Immediate Objectives.

1. More extensive and intelligent supervision of existing leisure time activities. Our aim shall be to see "How thoroughly enjoyable can we make the desirable activities of youth?"

---

1. Items for Superintendents from Utah State Office of Public Instruction --January 15, 1935, ---Page 290, 291.

2. The creation of additional wholesome avenues for recreational expression.

3. Training for efficient recreational leadership.

4. Creating a favorable public sentiment toward an expanding leisure time educational program.

5. Developing a recreational program to meet the need of socially mal-adjusted youth.

6. The extension of the school program to include education in wholesome leisure activities.

## II. Agencies in Leisure Time Control.

1. The schools to assume responsibility in initiating the organizing for community leisure.

2. Churches, civic and social organizations, and other agencies to be invited to cooperate both in the formulation and in the carrying out of an adequate community program.

## III. Organization.

1. The state council. Appointed by a nominating committee consisting of the superintendent of public instruction and the Dean of the School of Education, University of Utah, and operating under its direction — functioning as a clearing house for local units— recommending suitable recreational literature and giving information with respect to successful local projects.

2. The District Council - appointed by the district superintendent of schools. Composed of the superintendent (Chairman), two teachers - preferably supervisors - one member of the Board of Education, and representatives of churches and civic organizations, as indicated in II. 2. above. This committee will initiate recreational projects for the district as well as give helpful assistance to the local council.

3. The local council - appointed by the principal - composed of himself as chairman, three teachers, and representatives from the church, social and civic organizations, and recreational agencies. This committee will promote leisure time activities within the school and foster wholesome leisure time activities within the community.

## IV. Method of Council Procedure.

1. Ascertain the factors in the community which are destructive of moral character.

2. Make a survey of flow of recreation and the facilities for wholesome recreation, including natural resources, lakes, streams, canyons; also playgrounds, public halls and private resorts.

3. Obtain complete information with respect to available leadership as well as opportunities for training new and more efficient leadership.

4. Promote recreational projects which will give expression to normal interests and at the same time build character.

5. Secure the assistance of the law enforcement agencies in cleaning up and eliminating agencies which generate vice.

6. Employ the schools and other agencies for education in wholesome leisure.

7. Reorganize and expand the school program to meet more adequately the full time educational programs.

Table No. 1

## Report on the Progress Made in the Appointment of Community Councils

Set-up According to State Plan, in the  
Twenty Northern School District of Utah.

|                | Have<br>Council | Time They<br>have been<br>appointed | Intend<br>to    | Feel other agencies fill place |
|----------------|-----------------|-------------------------------------|-----------------|--------------------------------|
| Alpine         |                 |                                     |                 | x                              |
| Box Elder      |                 |                                     | Fall of<br>1935 |                                |
| Cache          | x               | Nov. 1934                           |                 |                                |
| Davis          |                 |                                     |                 | U. S. A. C. Extension Council  |
| Granite        | x               | Different<br>various schools        |                 |                                |
| Jordan         |                 |                                     | x               | Mothers and Fathers Council    |
| Morgan         |                 |                                     | x               |                                |
| Nebo           | x               | 6 weeks                             |                 |                                |
| North Summit   |                 |                                     |                 | x                              |
| Park City      | x               |                                     |                 |                                |
| Rich           |                 |                                     |                 |                                |
| South Summitt  |                 |                                     | x               |                                |
| Tooele         |                 |                                     |                 |                                |
| Wasatch        |                 |                                     | x               |                                |
| Weber          |                 |                                     | x               |                                |
| Salt Lake City |                 |                                     |                 | x                              |
| Ogden          |                 |                                     | x               |                                |
| Logan          |                 |                                     | x               |                                |
| Provo          | x               |                                     |                 |                                |
| Murray         |                 |                                     |                 |                                |
| Total          | 5               |                                     | 8               | 4                              |

X Indicates Yes

### WHAT IS BEING DONE IN DISTRICTS INVESTIGATED

It was found in the inquiry that the districts have been slow to get the program into action. In the twenty districts visited, eight have councils appointed. Only five of the eight have followed the state plan of organization. Eight of these, not having councils, intend to form them in time to be in operation by the fall of 1935, or shortly after.

In those districts where councils have been formed they have been in existence too short a time to judge how effective or efficient they are.

Cache District has had its councils for six months. Nebo district, six weeks. In Granite the time varies with the communities. Provo and Park City gave no definite length of time. In no instance except at Park City was it felt that any definite progress has been made.

In the case of Park City the council was worked in with the organizations already in existence. Effective work is being done particularly in curricular adjustment and attendance. No definite statement can be made whether the council or the existing organizations were responsible. By the statement of Superintendent Howard V. Alston it was the latter. He has been making his district school conscious through adult courses and Parent Teach Organizations over a period of three years. He now has his district, as a body, feeling as an attendance officer and that the school is for the benefit of the adult and parent as well as for the child.

The inquiry revealed that Parent-Teacher Organizations are present in all districts investigated. These organizations are found



to be active and effective in most cases. Logan, Park City, Box Elder, and Murray have outstanding district organizations while the other districts have a few outstanding centers of P. T. A. Activity.

The Parent-Teacher program<sup>1</sup> tends to be most effective in dealing with the pre-school children and intermediate grades. The program<sup>2</sup> is a broad one and would affect favorably all phases of a child's environment. Each locality is encouraged to adapt the part of the suggested to meet its particular needs. The program includes high schools but the inquiry revealed no cases where this phase was being used extensively.

In Morgan, classes in adult education financed by the district Board of Education, have been in progress for the last five years. The average attendance has been 325 per lecture. Consequently the need has not been felt for Parent Teacher and other organizations.

In Davis district the Utah State Agriculture College Extension Service established an experimental community council which has been in progress for three years at Bountiful. This council includes not only the schools but also all other organizations, civic, church, social, etc., existing in the community. Representatives from each organization meet in a central council, projects are undertaken, work outlined and carried out. At definite periods the council meets and reports of progress are presented. The projects include and have included not only school betterment but general community improvement. Most of the work has been done by cooperative effort with out pay. It is a splendid example of what can be done if all interests of a community unite and work to common ends.

---

1. Parent Teach Manual Pages 37 and 38.

2. Parent Teacher Manual Pages 72 and 94.

The new experiment which has been in progress but a short time is the formation of a county council for Davis. This council has met and projects have been assigned. At the time of the inquiry, no report of progress toward objectives was available for the study.

In Ogden and Salt Lake Cities definite programs of supervised summer play ground activities have been available for school children. The outline used is closely associated with the twelve month supervision plan written into the state school laws in 1919.

Salt Lake has a definite municipal recreation program<sup>1</sup>. It not only involves summer play-ground activities but also year around city-wide activities including music, drama, athletics, boys' clubs and winter sports. The activities were well participated in. In playground activities 680,773<sup>1</sup> persons mainly children participated in 1934. In the city wide activities 884,072 participated in 1934.

Morgan district carried out a summer program in 1934. Forty-eight hundred plants were distributed to students and adults for a flower growing contest. It proved very successful. Also a recreation program was carried out under the supervision of a man paid by the board of education. School shops were also open three times a week to boys who did not have permanent summer employment.

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1. Municipal Recreation. Salt Lake City, Utah. Annual Report, 1934.

### SUMMARY

1. No judgment can be made of the effectiveness of Community Councils because they have not been in existence long enough.

2. The Parent-Teacher program deals principally with the pre-school and intermediate grade children and is not as yet concerned with adolescents.

3. The program fostered by the Utah State Agriculture College Extension Service does not deal directly with the problem of prevention of crime in adolescents. It is a program for the carrying out of community projects.

4. Salt Lake City and Morgan school district and Ogden are successfully carrying out summer recreation programs.

### CHAPTER III

#### ENFORCEMENT OF COMPULSORY SCHOOL LAW

Purpose of this chapter: To show by tables the extent to which districts enforce the compulsory school law.

To enumerate the recommendations of the state office for adequate enforcement of the school law.

The extent to which the districts investigated have followed these recommendations.

#### Recommendations from state committee.

1. Item two of the Ten Point Plan:

"Strict enforcement of present compulsory school law. That every child shall be in school or properly excused."

2. "That the Board of Education of each school district of Utah appoint one or more qualified coordinators or truant officers as may be necessary, whose duty it shall be to assist in the enforcement of the laws relating to school attendance as provided in Title 75 Section 25, paragraph 2, Compiled Laws of Utah, 1953, which is as follows:

- 75--25--2 "Truant Officers -- Appointments, Duties, Compensation"
- 75--25--1 "Minimum Time Exceptions, Excuses and Exemptions, Post time schools."
- 75--25--1 "Incorrigible Children defined, Duty of Juvenile Courts."
- 75--25--3 "Delict of Parent or Guardian, Penalty."
- 75--25--4 "Duty of Board of Education and Juvenile Courts<sup>1</sup>."

---

1. Taken from items for Superintendents, January 3, 1955.

Table No. II

Showing the employment of Coordinators and Visiting Teachers used  
in the twenty northern districts of Utah.

| Districts    | Employ<br>Coordi-<br>nator<br>No. | Full<br>Time | Part<br>Time | Employ<br>Visit-<br>ing<br>Teachers | No. | Full<br>Time | Part<br>Time | Other<br>Aides | Personnel<br>(Council) |
|--------------|-----------------------------------|--------------|--------------|-------------------------------------|-----|--------------|--------------|----------------|------------------------|
| Alpine       | x                                 | 1            | 0x           |                                     |     |              |              |                |                        |
| Box Elder    | x                                 | 2            |              | x                                   |     |              |              |                |                        |
| Cache        | x                                 | 1            | 1            |                                     |     |              |              |                |                        |
| DeVils       | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Grand        | x                                 | 7            | x            | x                                   |     |              |              |                | x                      |
| Jefferson    | x                                 | 2            |              | x                                   |     |              |              |                | x                      |
| Kane         | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Kane         | x                                 | 1            | x            | 0x                                  |     |              |              |                |                        |
| North Summit |                                   |              |              |                                     |     |              |              | 0000           |                        |
| Paria City   |                                   |              |              |                                     |     |              |              | 00000          |                        |
| Piute        | 000                               | 1            | 1            |                                     |     |              |              |                |                        |
| South Summit | 00                                |              |              |                                     |     |              |              |                |                        |
| Tropic       | 00                                |              |              |                                     |     |              |              |                |                        |
| Wasatch      |                                   |              |              |                                     |     |              |              |                |                        |
| Webster      |                                   |              |              |                                     |     |              |              |                |                        |
| Wentz        | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Wentz        | x                                 | 3            | 1x           | x                                   |     |              |              |                |                        |
| Wentz        | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Wentz        | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Wentz        | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Wentz        | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Wentz        | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Wentz        | x                                 | 1            |              | x                                   |     |              |              |                |                        |
| Totals       | 12                                | 30           | 3            | 23                                  |     |              |              |                |                        |

0 Employed through F. L. S. A. funds

00 Not reported

000 Superintendent acts as coordinator

0000 Teacher and the Juvenile Court

00000 Community Action Home cooperates

As is shown in Table No. II the state recommendation to employ a coordinator has been quite generally followed. Of the twenty districts contacted, fifteen have employed either full time or part time coordinators. Seven of the districts have them full time and in some cases part time coordinators are also employed. Eight districts have part time coordinators, two of these using FERA employed people for this work. Salt Lake is the only district reporting visiting teachers. This is undoubtedly because of the size of the population.

North Summit does not have a coordinator because teachers cooperate with the juvenile court with such effectiveness that it is not considered necessary. This district investigates the conditions surrounding children bordering on problem cases, thus correcting largely the causes before the real damage is done. This has proved effective to the present in this district.

Park City, due to the untiring effort of the Superintendent the employment of a coordinator has been unnecessary. He has made his district, school attendance-conscious. If any child is seen out of school by an adult the case is investigated and if no legitimate excuse offered, the child is taken to school.

South Summit has a cooperative system of the Juvenile Court, principals, and superintendent of schools to enforce the attendance law. It also has the temporary aid of an FERA employed truant officer. This arrangement is fairly successful because the district is small in both population and size.

Wasatch district has not up to the present, felt the need of having a coordinator. Their cases are controlled in the same way as in South Summit district. Juvenile Court, teachers, principals, and superintendent cooperate.

Five districts maintain student personnel councils with varying degrees of complexity and effectiveness. The outstanding example being in Salt Lake City.

The Salt Lake City Personnel Department not only gives service in attendance but also attempts and does, to a large extent, find out and correct the reason for the children not attending school, as is shown by the records<sup>1</sup> of this department. The department is divided into four sections, census, attendance, psychological, and part time education and night school. It employs, besides directors, three full time coordinators, four visiting teachers, two psychologists, one medical doctor, also adequate clerical help.

In 1934-35 all students of school age were accounted for, except ten, by the time this inquiry was made. Since that time an interview with Director Arch M. Thurman revealed that even several of this ten had been found.

Granite district maintains a student personnel department but data concerning its effectiveness were not available at the time this inquiry was made. It probably is patterned after the one existing in Salt Lake City, Utah, because of the closeness of the two districts and the success of the department in Salt Lake City.

Jordan district personnel department is doing effective work. It is small but adequate for the conditions. It is made up of an attendance section, social case work section and nurse service section.

Ogden City student personnel department is patterned after that of Salt Lake. It has done efficient work in materially decreasing

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1. Forty-fourth Annual Report of Board of Education for school year 1933-34 of Salt Lake City Schools, page 63-77.

delinquency both in school and out.

In Rich district, personnel work is done by the principals of the schools. It is adequate to meet necessary needs, however the efficiency would depend upon the time and interest of the various principals. Rich district reports all children of school age either in school or properly excused in 1933-34.

Table III shows the per cent of census enrolled in school for the years 1924-25 to 1933-34 a slight decrease is shown, however, the per cent in average daily attendance of number enrolled shows a steady increase for the state as a whole. This would indicate that over the period covered by the table that the schools of the state have improved their holding power of pupils enrolled.

Graph No.1 covering the period from 1929-30 to 1933-34 shows with the except of 1925-26 a steady decrease in number of census population not account for. This would indicate that in the state as whole the compulsory attendance law has become more effective in operation each year since the law was passed.

Tables 4, 5, 6, 7, 8 covering the period from 1926 to 1933 shows a steady increase in per cent of census enrolled, a steady increase in per cent in average daily attendance, and taken generally for the twenty districts the per cent of school census population not accounted for has steadily decreased. These tables indicate that the compulsory attendance law of 1919 is effectively enforced especially in some districts reporting 100 per cent and other very nearly that in per cent in 1933.

Generally those districts using full time coordinators, the number of absentees not account for shows a more rapid decrease than is the case of those districts not employing coordinators or have them only part time. Granite, Morgan, Nebo districts may be cited as examples.



Table No. III

**Utah School Census, Enrollment and Average Daily Attendance  
From 1924-25 to 1933-34.**

| Years   | School<br>Census | Number<br>Enrolled | Average<br>Daily<br>Attendance | Percent<br>of<br>Census<br>Enrolled | Percent of<br>Attendance<br>in A. D. A |
|---------|------------------|--------------------|--------------------------------|-------------------------------------|--|
| 1924-25 | 139,457          | 134,694            | 114,839                        | 96.5                                | 85.2                                   |
| 1925-26 | 141,356          | 136,671            | 115,447                        | 96.6                                | 84.4                                   |
| 1926-27 | 143,052          | 138,757            | 116,806                        | 96.9                                | 84.1                                   |
| 1927-28 | 143,811          | 136,623*           | 119,003                        | 95.00                               | 87.1                                   |
| 1928-29 | 144,852          | 137,211            | 117,260                        | 94.7                                | 85.4                                   |
| 1929-30 | 146,526          | 138,046            | 120,573                        | 94.2                                | 87.3                                   |
| 1930-31 | 147,292          | 139,136            | 125,307                        | 94.4                                | 89.9                                   |
| 1931-32 | 148,382          | 141,048            | 127,332                        | 95.0                                | 90.2                                   |
| 1932-33 | 148,349          | 142,280            | 128,745                        | 95.9                                | 90.4                                   |
| 1933-34 | 149,068          | 141,274            | 127,855                        | 94.7                                | 90.5                                   |
|         | 1,462,147        | 1,385,781          | 1,213,067                      |                                     |  |

\*Enrollment included transfer (duplication) to this date.  
Taken from a statistical report of the Financial and General  
Statistics of Public Schools of Utah 1896 to 1934.

Table No. IV.

1926 census Report of the Twenty Northern Districts of Utah.

| District  | Number<br>Enrolled | Average<br>Daily<br>Attendance | Percent of<br>Attendance<br>Enrolled | Percent of<br>Attendance<br>in<br>A. D. A. | Number<br>not in<br>school | Number<br>legally<br>excused | Percent<br>not<br>accounted<br>for | School<br>Census |
|-----------|--------------------|--------------------------------|--------------------------------------|--|----------------------------|------------------------------|------------------------------------|------------------|
| Alpine    | 4884               | 4665                           | 94                                   | 91   | 245                        | 109                          | 2.8                                | 4884             |
| Box Elder | 5457               | 5904                           | 91.5                                 | 90   | 329                        | 182                          | 2.8                                | 5945             |
| CACHE     | 5257               | 4476                           | 94.5                                 | 85   | 280                        | 137                          | 2.2                                | 5550             |
| Davis     | 5695               | 5285                           | 88                                   | 89   | 218                        | 157                          | 3.9                                | 4078             |
| Granite   | 6709               | 6,405                          | 85.5                                 | 95.5                                       | 381                        | 152                          | 2.9                                | 7874             |
| Jordan    | 5232               | 4882                           | 93.5                                 | 87.5                                       | 243                        | 135                          | 2.9                                | 5606             |
| Morgan    | 705                | 641                            | 96                                   | 87.5                                       | 40                         | 19                           | 2.7                                | 788              |
| Nebo      | 5440               | 4755                           | 93                                   | 87.5                                       | 705                        | 133                          | 2.9                                | 5823             |
| N. Summit | 750                | 676                            | 96.5                                 | 90   | 40                         | 27                           | 1.6                                | 806              |
| Park City | 950                | 777                            | 94.3                                 | 83.5                                       | 60                         | 58                           | .25                                | 1098             |
| Rich      | 608                | 557                            | 95.5                                 | 92   | 19                         | 9                            | 1.2                                | 639              |
| S. Summit | 501                | 446                            | 96.5                                 | 89   | 22                         | 16                           | 1.1                                | 536              |
| Tooele    | 2294               | 1978                           | 96                                   | 86   | 158                        | 147                          | 0.44                               | 2472             |
| Wasatch   | 1638               | 1515                           | 96                                   | 92.6                                       | 65                         | 47                           | 1.0                                | 1727             |
| Weber     | 5589               | 5064                           | 91.3                                 | 90.7                                       | 121                        | 54                           | 1.8                                | 5624             |
| Salt Lake | 28049              | 27,342                         | 88                                   | 97.2                                       | 1188                       | 576                          | 1.4                                | 32649            |
| Ogden     | 9255               | 8032                           | 89                                   | 87   | 573                        | 193                          | 1.8                                | 10 844           |
| Logan     |                    |                                |                                      |  |                            |                              |                                    |                  |
| Provo     |                    |                                |                                      |  |                            |                              |                                    |                  |
| Murray    |                    |                                |                                      |  |                            |                              |                                    |                  |
| Total     | 92008              | 84,621                         |                                      |  | 4452                       | 2411                         |                                    | 103,192          |

Taken from the 16th Biennial Report of the Superintendent of Public Instruction of Utah.

Table No. V

## Census Report of Schools Taken October 1928\*

| District  | School Census | Number Enrolled | Average Daily Attendance | Percent of Attendance enrolled. | Not enrolled in school | Number legally excused | Percent not accounted for. |
|-----------|---------------|-----------------|--------------------------|---------------------------------|------------------------|------------------------|----------------------------|
| Alpine    | 5045          | 4793            | 4048*                    | 95                              | 83.6                   | 222                    | 2.9                        |
| Box Elder | 5986          | 5502            | 5049                     | 92.3                            | 91.8                   | 267                    | 2.1                        |
| Cache     | 8503          | 5185            | 4585                     | 94                              | 83.7                   | 266                    | 1.9                        |
| Davis     | 4221          | 3909            | 3525                     | 92.7                            | 90.2                   | 185                    | 2.7                        |
| Granite   | 8050          | 6956            | 6425                     | 86.4                            | 92.5                   | 340                    | 1.8                        |
| Jordan    | 5788          | 5453            | 632                      | 94.7                            | 83.6                   | 201                    | .5                         |
| Morgan    | 769           | 744             | 4918                     | 97                              | 9.3                    | 19                     | .9                         |
| Nebo      | 6007          | 5638            | 734                      | 92.1                            | 87                     | 296                    | 2.6                        |
| N. Summit | 815           | 768             | 789                      | 94.1                            | 95.6                   | 40                     | 1.7                        |
| Park City | 1038          | 885             | 527                      | 85.4                            | 89                     | 49                     | 0                          |
| Rich      | 603           | 581             | 495                      | 86.4                            | 90.6                   | 9                      | .68                        |
| S. Summit | 580           | 523             | 2278                     | 90.4                            | 94.4                   | 17                     | .69                        |
| Tooele    | 2525          | 2455            | 1556                     | 97.5                            | 92.8                   | 53                     | .83                        |
| Wasatch   | 1772          | 1675            | 3075                     | 94.5                            | 92.9                   | 75                     | .22                        |
| Weber     | 3710          | 3476            | 26,299                   | 93.8                            | 88.7                   | 132                    | 1.8                        |
| Salt Lake | 53,258        | 29,239          | 3888                     | 87.9                            | 89.9                   | 1117                   | .5                         |
| Utah      | 10,967        | 9,830           | 2612                     | 80.8                            | 86.9                   | 261                    | .81                        |
| Logan     | 3104          | 2883            | 3287                     | 92.1                            | 91                     | 166                    | .34                        |
| Provo     | 4182          | 3528            | 1250                     | 84.5                            | 92.5                   | 157                    | 2.4                        |
| Murray    | 1552          | 1436            |                          | 92.5                            | 87.1                   | 67                     | 2.6                        |
| Total     | 105,417       | 95,249          | 85,312                   |                                 |                        | 2935                   |                            |

\* Data taken from 17th Biennial Report of the Superintendent of Public Instruction of Utah.

\*\* Data from a Statistical Summary of the Financial and General Statistics of the Public Schools of Utah 1898-1954 By Committee Research Staff. Philo F. Farnsworth, Director.

Table No. VI

School Census Report Taken October, 1930\*

of the Twenty Northern Districts

of Utah.

| District  | School Census | Number Enrolled | Average Daily Attendance | Percent of Attendance Enrolled | Not enrolled in school | Number legally excused | Percent not accounted for | Percent of Attendance in A.B.A. |
|-----------|---------------|-----------------|--------------------------|--------------------------------|------------------------|------------------------|---------------------------|---------------------------------|
| Alpine    | 5223          | 4774            | 4377                     | 91.2                           | 373                    | 131                    | 5.5                       | 91.6                            |
| Box Elder | 5315          | 5402            | 5122                     | 93.                            | 212                    | 137                    | 1.3                       | 94.7                            |
| Cache     | 5462          | 5153            | 4341                     | 84.3                           | 145                    | 111                    | 5.5                       | 93.8                            |
| Davis     | 4259          | 4071            | 3757                     | 92.5                           | 173                    | 113                    | 1.0                       | 90.8                            |
| Granite   | 3513          | 7400            | 7069                     | 97                             | 252                    | 152                    | .0                        | 95.3                            |
| Jordan    | 6118          | 5792            | 5543                     | 94.5                           | 190                    | 146                    | .94                       | 95.6                            |
| Morgan    | 772           | 745             | 709                      | 96.                            | 30                     | 13                     | 2.9                       | 96.3                            |
| Nebo      | 5211          | 5311            | 5211                     | 98.5                           | 344                    | 112                    | 4.7                       | 91.4                            |
| N. Summit | 803           | 775             | 700                      | 90.5                           | 13                     | 15                     | .44                       | 90.4                            |
| Park City | 1028          | 872             | 806                      | 85                             | 54                     | 53                     | .05                       | 92.3                            |
| RICH      | 615           | 580             | 553                      | 94.3                           | 22                     | 12                     | 1.3                       | 96.4                            |
| S. Summit | 670           | 573             | 521                      | 91.2                           | 24                     | 14                     | 1.8                       | 92.2                            |
| Tapele    | 2301          | 2504            | 2297                     | 96.5                           | 60                     | 30                     | .29                       | 91.                             |
| Wasatch   | 1330          | 1313            | 1400                     | 94.6                           | 91                     | 66                     | 1.5                       | 90.                             |
| Weber     | 3745          | 3500            | 3215                     | 93.4                           | 144                    | 73                     | 1.9                       | 92.3                            |
| Salt Lake | 24,140        | 20,103          | 19,963                   | 90.8                           | 1417                   | 31                     | 1.7                       | 95.5                            |
| Utah      | 11,138        | 9900            | 9363                     | 89.                            | 360                    | 131                    | .64                       | 88.3                            |
| Logan     | 3199          | 2970            | 2624                     | 92.                            | 152                    | 33                     | 1.4                       | 90.7                            |
| Provo     | 4355          | 3373            | 3463                     | 89.3                           | 133                    | 53                     | 1.5                       | 90.5                            |
| Murray    | 1410          | 1211            | 1235                     | 93.7                           | 35                     | 55                     |                           | 88.                             |
| TOTAL     | 107,373       | 97,923          | 92,311                   |                                | 4024                   | 1370                   |                           |                                 |

\* Data taken from 13th Biennial Report of the Superintendent of Public Instruction of Utah.

Table No. VII

School Census Report Taken October 1932\*

of the Twenty Northern Districts

of Utah.

| District  | School Census | Number Enrolled | Average Daily Attendance | Percent of Attendance enrolled | Percent of Attendance in A.D.A. | Not enrolled in school | Number legally excused | Percent not accounted for. |
|-----------|---------------|-----------------|--------------------------|--------------------------------|---------------------------------|------------------------|------------------------|----------------------------|
| Alpine    | 5271          | 4989            | 4511                     | 91.6                           | 90.4                            | 17                     | 83                     | 4.3                        |
| Box Elder | 5957          | 5592            | 5107                     | 93.7                           | 90.2                            | 14                     | 113                    | 1.7                        |
| Cache     | 5614          | 5154            | 4803                     | 93.9                           | 91.0                            | 163                    | 113                    | 2.7                        |
| Davis     | 4441          | 4197            | 3957                     | 94.6                           | 93.9                            | 144                    | 47                     | 1.7                        |
| Granite   | 3673          | 7920            | 7499                     | 94.8                           | 91.0                            | 171                    | 154                    | .20                        |
| Jordan    | 6051          | 5766            | 5267                     | 96.0                           | 90.2                            | 177                    | 159                    | .3                         |
| Morgen    | 731           | 753             | 695                      | 93.3                           | 90.4                            | 24                     | 9                      | 1.5                        |
| Nebo      | 6222          | 5894            | 5660                     | 96.2                           | 94.5                            | 279                    | 125                    | 2.2                        |
| N. Summit | 1765          | 735             | 673                      | 93.3                           | 89.2                            | 20                     | 9                      | 1.4                        |
| Perk City | 921           | 830             | 793                      | 92.9                           | 91.2                            | 18                     | 4                      | 157                        |
| Rich      | 613           | 575             | 562                      | 102.6                          | 91.0                            | 19                     | 11                     | 1.3                        |
| S. Summit | 649           | 600             | 542                      | 92.6                           | 90.2                            | 17                     | 12                     | .77                        |
| Tooele    | 1501          | 1585            | 1408                     | 93.7                           | 92.2                            | 66                     | 50                     | .0                         |
| Wasatch   | 1631          | 1547            | 1430                     | 96.7                           | 94.2                            | 63                     | 57                     | .62                        |
| Weber     | 1743          | 3558            | 3338                     | 100.                           | 89.0                            | 113                    | 48                     | 1.9                        |
| Salt Lake | 53,382        | 51,148          | 51,010                   | 101.9                          | 88.8                            | 1200                   | 739                    | 1.4                        |
| Ogden     | 11,204        | 10,164          | 9,007                    | 90.7                           | 83.9                            | 203                    | 135                    | 14                         |
| Logan     | 3174          | 2954            | 2752                     | 93.1                           | 93.1                            | 129                    | 69                     | 1.9                        |
| Provo     | 4384          | 3823            | 3552                     | 88.5                           | 91.5                            | 32                     | 72                     | .23                        |
| Murray    | 1432          | 1399            | 1203                     | 997                            | 88.4                            | 20                     | 30                     |                            |
| TOTAL     | 107,962       | 109,038         | 94,380                   |                                |                                 | 672                    | 2101                   |                            |

\* Data taken from 1932 Biennial Report of the Superintendent of Public Instruction of Utah.

Table No. VIII

School Census Report Taken October 1933\*

of the Twenty Northern Districts

of Utah.

| District  | School Census | Number Enrolled | Average Daily Attendance | Percent of Attendance Enrolled | Percent Attendance in A.D.A. | Not enrolled in school | Number legally excused | Percentage not accounted for |
|-----------|---------------|-----------------|--------------------------|--------------------------------|------------------------------|------------------------|------------------------|------------------------------|
| Alpine    | 5268          | 4953            | 4361                     | 89.3                           | 89.7                         | 284                    | 107                    | 2.2                          |
| Box Elder | 6041          | 5618            | 5191                     | 87.3                           | 91.6                         | 274                    | 139                    | 1.4                          |
| Cache     | 5628          | 5310            | 4736                     | 89.5                           | 89.0                         | 283                    | 115                    | 2.7                          |
| Davis     | 4508          | 4228            | 3919                     | 87.1                           | 89.5                         | 149                    | 123                    | .55                          |
| Granite   | 8677          | 8043            | 6540                     | 85.7                           | 91.2                         | 280                    | 15                     | .081                         |
| Jordan    | 6053          | 5737            | 5267                     | 95.6                           | 91.0                         | 175                    | 163                    | .20                          |
| Morgan    | 736           | 767             | 703                      | 100.3                          | 89.8                         | 16                     | 10                     | .76                          |
| Nabe      | 6243          | 5991            | 5347                     | 97.1                           | 88.1                         | 207                    | 122                    | .30                          |
| N. Summit | 761           | 743             | 676                      | 101.3                          | 87.7                         | 18                     | 12                     |                              |
| Park City | 953           | 399             | 375                      | 99.0                           | 88.3                         | 27                     | 27                     |                              |
| Rich      | 624           | 584             | 547                      | 95.6                           | 81.1                         | 24                     | 15                     | 1.4                          |
| S. Summit | 653           | 570             | 555                      | 94.2                           | 90.2                         | 22                     | 14                     | 1.2                          |
| Tooele    | 2465          | 2331            | 2203                     | 97.4                           | 82.0                         | 41                     | 35                     | .14                          |
| Wasatch   | 1636          | 1572            | 1474                     | 93.5                           | 91.4                         | 50                     | 57                     | .13                          |
| Weber     | 3716          | 3433            | 3397                     | 100.3                          | 90.7                         | 120                    |                        | 2.0                          |
| Salt Lake | 33,900        | 31,073          | 30,177                   | 103.9                          | 88.5                         | 1775                   | 325                    | 1.5                          |
| Ogden     | 11,416        | 10,301          | 9,041                    | 89.5                           | 88.5                         | 325                    | 139                    | 1.2                          |
| Logan     | 3162          | 2937            | 2772                     | 93.5                           | 80.8                         | 135                    | 104                    | .665                         |
| Provo     | 4434          | 3343            | 3021                     | 87.7                           | 90.5                         | 112                    | 98                     | .32                          |
| Murray    | 1497          | 1339            | 1273                     | 88.7                           | 83.2                         | 56                     | 56                     |                              |
| Total     | 103,420       | 100,537         | 93,530                   |                                |                              | 3790                   | 2504                   |                              |

\* Data taken from 30th Biennial Report of the Superintendent of Public Instruction of Utah.

### SUMMARY

1. Since 1926 the compulsory attendance law has been enforced with increasing effectiveness in the school districts.
2. The objective of the State Council is to provide means by which the attendance law can be enforced without causing the offender to feel like a law breaker
3. The State Council has suggested the employment of a trained person to act as coordinator between the school and the home.
4. The Suggestion, to employ a coordinator, has been generally followed by the school districts.
5. Concrete evidence is not available as to whether or not the compulsory attendance law is better enforced or that the schools are becoming more attractive to those children who usually are not account for in the school census.

## CHAPTER IV

### STUDENT GUIDANCE AND COUNSELING

Purpose of this chapter: To enumerate suggestions set up by the state as a guide for districts and what is expected of the school districts.

To show the extent to which the suggestions are carried out in the various school districts as revealed by the inquiry.

Item three of the ten point plan is:

"A system of student guidance or counseling that shall embrace the vocational, social, economic, and educational interests of each individual of school age."

Vocational and educational guidance represent an important element of educative process. At first, conceived as a problem of directing youth into suitable occupations, guidance is now recognized as the function of the school through which the information, contacts, and experiences are selected and used for the conditioning and training of the child. As so used the term guidance signifies the process that has always been the concern of the school, but instead of stressing the curriculum and the activities of the school are selected, interpreted, and utilized for the development of the latent possibilities of the child. A more intelligent and definite attitude toward the educative process on the part of all teachers, whether in elementary or secondary schools.

Suggestions in Educational and Vocational Guidance recommended by the state<sup>1</sup> Office of Public Instruction.

1. Every child should be considered as an individual, and as an integral part of society, and should be observed and studied with the view of determining his probable educational possibilities, his social needs, his health problems, and his vocational aptitudes.

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1. Eighteenth Biennial Report, Superintendent of Public Instruction of the State of Utah, pages 34-37.



2. Individual cumulative records should be kept, showing the student's health history, his scholarship, test data, social activities, home relations, and pertinent teacher observations from the time he enters school until he leaves the school system.

3. The school should exercise the right of diagnosis of students learning problems and should make suitable prescriptions in the interest of the educational adjustment of the child.

4. All school subjects should be interpreted as possible guidance agencies. Teachers should plan to give children opportunities of exploration, self expression, and self discovery. Subjects so utilized also give the teacher an opportunity to observe the interests, possibilities, and limitations of students.

5. A special course in occupational information should be offered to all high school students. Those students who have not a fairly well defined educational program or vocational career in mind should be encouraged to take this course. The course should aim to give students some knowledge of the integrative processes in industry, the work of the more common vocations with the qualifications required in each, power to appraise one's own abilities, and a knowledge of the opportunities available for training.

6. Students should be given a knowledge of the social and civic duties required of all citizens, and such training in the participation in these duties as the school can provide. Graduation from high school should include in addition to the meeting of customary course requirements the school's stamp of approval for satisfactory participation in the social and civic activities of the school and the community.

7. Such vocational try-out courses as can be arranged should be offered in junior and senior high schools. These will usually include various phases of agriculture, homemaking, a sampling of several trades, and commercial subjects.

8. Some one - preferably a person specially trained for the work, should be assigned to promote guidance in junior and senior high schools and to coordinate the work of all teachers in this program. Where this person is properly trained he should act as a counsellor or advisor to students in working out their educational and vocational plans.

9. The program of guidance should be supplemented with opportunities for training. These will necessarily be limited to the more common occupations and to those most directly related to the try-out courses mentioned above. The vocational training should cooperate with industry to aid the student to fit as readily and efficiently as possible into profitable employment.

10. Following the training, the school should actively interest itself in the placement and subsequent progress of the pupil. This should continue at least until the pupil is eighteen years of age and preferably until he has made the transfer from school to work and is satisfactorily engaged in employment.

The extent to which districts, covered in inquiry, follow suggestions recommended by the state. The state set out the suggestions for guidance in 1921. The districts have been slow to react to them. Of the twenty districts covered in the study fourteen have definite guidance programs. The reason is undoubtedly due to the financial conditions. The suggestions, if carried out to even a fair degree, would require either a reduction of the teaching load of teachers in the service or a trained person to handle the guidance work. To quote the "Final Suggestion" page 172 of the Character Education supplement to the Utah State course of study for Elementary and High Schools of June, 1929:

"It is the main purpose of this bulletin to direct attention:

- (a) To ethically valuable goals to be obtained in each of the typical studies and activities of the school and in education generally.
- (b) To the study of children and youths so as to understand the processes of their development; and,
- (c) To some typical methods of procedure that may be employed in school organization, activities, and studies as related to the development of character.

"For the most part it is left to each teacher to devise ways and means of realizing the goals here enumerated. Their ways and means will often be indirect — always so in classes where the indirect method is more effective. The teacher who is conscious of these values, and because of their importance, is enthusiastic for their realization, will not set them aside in favor of less important ends. The result attained will, however, depend in a large measure upon the teacher's understanding of human nature and of the particular individuals concerned, together with tact and teaching skill to develop right attitudes and habits."

The inquiry showed that the major load of the counseling falls upon the shoulders of the principal. If he isn't the sole counselor he is the chief one. In Alpine, North Summit, South Summit, and Murray the teachers are supposed to share the load, but no data were secured as to its division. In Box Elder and Rich districts the coordinator is considered an important person in the counseling

Table No.IX

## THE GUIDANCE AND COUNSELING SET-UP IN THE SCHOOLS

| Districts | Have Guidance & counseling program | Have home room plan | Offer courses in occupations | Give aptitude tests | Give interest tests | Dean of boys | Dean of girls | Make case studies | Have activity period | Have definite character training program |
|-----------|------------------------------------|---------------------|------------------------------|---------------------|---------------------|--------------|---------------|-------------------|----------------------|--|
| Alpine    | x                                  | x                   |                              | x                   |                     |              |               | x                 | x                    |  |
| Box Elder | x                                  | x                   |                              | x                   |                     | x            | x             | x                 | x                    | x  |
| Cache     |                                    | x                   | x                            | x                   |                     | x            | x             | x                 |                      |  |
| Davis     |                                    | x                   |                              | x                   | x                   |              |               |                   |                      |  |
| Granite   | x                                  | x                   | x                            | x                   | x                   | x            | x             | x                 | x                    | x  |
| Jordan    | x                                  | x                   | x                            | x                   | x                   | x            | x             | x                 | x                    | x  |
| Morgan    | x                                  |                     |                              |                     |                     | x            | x             | x                 | x                    |  |
| Nebo      | x                                  | x                   | x                            |                     |                     |              |               | x                 |                      | x  |
| N.Summit  | x                                  | x                   | x                            |                     |                     |              | x             | x                 |                      | x  |
| Park City |                                    | x                   | x                            |                     |                     | x            | x             | x                 | x                    |  |
| Rich      | x                                  |                     | x                            | x                   | x                   | x            | x             | x                 | x                    |  |
| S.Summit  | x                                  | x                   | x                            | x                   | x                   |              |               | x                 |                      | x  |
| Tooele    | No report                          |                     |                              |                     |                     |              |               |                   |                      |  |
| Wasatch   | x                                  |                     | x                            |                     |                     | x            | x             | x                 | x                    |  |
| Weber     |                                    | x                   | x                            | x                   | x                   |              |               | x                 |                      |  |
| Salt Lake | x                                  | x                   | x                            | x                   | x                   | x            | x             | x                 | x                    |  |
| Ogden     | x                                  | x                   |                              | x                   |                     |              | x             | x                 | x                    |  |
| Logan     | x                                  | x                   |                              |                     |                     | x            | x             | x                 |                      |  |
| Provo     | x                                  | x                   | x                            | x                   | x                   | x            | x             | x                 | x                    | x  |
| Murray    | x                                  | x                   | x                            |                     |                     |              |               | x                 |                      | x  |
| Total     | 14                                 | 17                  | 19                           | 11                  | 8                   | 9            | 14            | 18                | 12                   | 8  |

X indicates yes.

program. He, in these two districts, is the chief man, replacing or relieving the principal, working with the home teacher in Box Elder and with the teacher of assigned groups in Rich. Nebo district has a guidance and counseling committee organized in each school. The committee is made up of teachers whose personalities best adapt to the students. Ogden uses its personnel department in connection with an advisory teacher. Wasatch system uses the principal and Smith-Highes man as its principal guidance and counseling director of students. Morgan uses rather a unique method. This district uses visual education and motor trips to the various Utah industries. Both students and teachers are previously notified of these events before they arrive, and information and course study are built around them. The students are informed of items of importance and what to look for in the picture and motor trips.

Salt Lake and Jordan are the only two districts that employ special men to handle guidance and counseling. Salt Lake uses personnel department also in this work. It is made up entirely of trained people. Jordan employs two vocational counselors and two general counselors.

Rich district merits special notice in the fact that each teacher has a group for guidance purposes. Students are allowed to select by first or second choice their guidance counselor. They are given first choice if possible. Groups are of about equal size. The plan is worked on an individual conference basis.

The home room plan is used in seventeen of the twenty districts covered by the inquiry. This plan is of value for guidance and counseling purposes only when a portion of the home room period is set apart for home room activity. Twelve of the seventeen

districts allow for this period. Box Elder allows one hour per week. Granite allows a period but it varies in the various schools, Jordan 40 minutes per week, Morgan one hour per week, Nebo allows 45 minutes weekly, Park City 45 minutes per week, Rich allows 30 minutes daily in what is termed a guidance period where teachers handle their assigned groups, Wasatch allows 15 minutes daily, Salt Lake, Provo and Murray allow 15 to 20 minutes daily for home room activities, Ogden allows 15 minutes daily but use the second period rather than the first which is the case in other districts. According to authority<sup>1</sup> the first period in the day is not the best time for this activity period.

The home room plan is not as universally used as Table IX indicates. Alpine and South Summit use it only in high schools. It seems to be in a somewhat experimental stage in many districts. It is used in some of the schools in every district investigated, but in few districts is it universally used.

In relation to guidance a room where students start the day, or have their first class, is considerably different than the home room where a definite program for activity as a home room group, is carried out. This latter type is universal in comparatively few of the school districts.

Character education is so closely allied with all educational work, it is difficult to tell where one stops and the other begins. It is considered a vital part of all courses, directly or indirectly, yet it must be admitted that much depend upon the teacher as to the degree of character development that is derived from any given course. This being the case definite programs of procedure are

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1.. McKnown, Home Room Guidance.

often needed. It was found that only ten, of the districts in the twenty investigated, have definite programs of character education where development of character and its many phases is the motive.

Fifteen of twenty districts offer instruction in occupations. Eleven of these give definite courses in occupations where it is the object of the course to give the student a point of view and understanding of the various occupations not only his local situation but in the world in general. In these courses the student learns the training necessary, aptitudes required, present conditions in the field, of the various occupations and professions. Also material is furnished so that if further investigation is wanted by a student it is possible for him to get it.

Aptitudes and interest tests are given in the districts usually to special cases only. Eleven districts give them and in six — Alpine, Cache, South Summit, Salt Lake, Ogden, and Provo they are in general use. No particular type of aptitude test is used, other than that they are usually general in nature, except in Salt Lake where, if the need arises, a whole battery of them is given. Rich district makes a definite interest survey of its students but does not give aptitude tests.

Seven districts provide for a dean of boys. The dean's duty is to advise and direct the boys of the school as a body in the general school activities. He is also required to give special attention to those boys who have difficulty in fitting in with the group. The idea is to give training in group activity. In Granite, Weber and Logan these objectives are obtained in different ways. In Granite the principal and his assistants act as deans of boys. In Weber it is handled by an advisory group made

up of the entire faculty. In Logan the principal acts as dean of boys.

Alpine, Davis, Nebo, South Summit, and Murray do not provide a dean of girls. All other districts investigated, except Weber, which has an advisory group made up of the entire faculty, provides such a person. The duty of the dean of girls is to look after the interests of all girls in the school. These duties include instruction, advising, and directing, directly or indirectly, of all girl activities, clubs, and interests of the school. The dean is required to investigate, as far as time will allow, maladjusted cases, however in most districts it applies only to those who do not work well with the group. Group cooperation is the end desired.

Case studies of maladjusted students are made in all districts except Davis, where only non-school attendance is investigated, in so far as time will permit. Home conditions are investigated. Also an attempt is made to find out how the child studied spends his time outside of school. School records are investigated and aptitude tests given where they are available. The superintendents stated they were doing the best possible under the present financial conditions. They as a body wish they had more funds with which to carry the work further.

Sixteen of the districts use the platoon system in at least part of their schools. Five of these districts use the system exclusively in their schools. Two districts do not use it at all.

In seven districts the monitor system is used. In six of these it is used in all schools of the district. Salt Lake City has two experimental schools trying out the monitor system. The Jackson and the Onigua schools are doing outstanding work along this line.

By the monitor system the investigator means that the pupils of the school handle all the activities, such as changing classes, tardiness, lunch room, laboratories, and playgrounds. They have their own school courts for the punishment of those who break the laws of the school. The pupils handle everything, with teacher supervision, except actual instruction.



### SUMMARY

1. The State Office of Education has proposed a program of guidance and counseling for the schools which includes vocational, social, economic and educational interests of school children.

2. Salt Lake City and Jordan school district are the only two districts using special men to handle the guidance and counseling work of the schools.

3. Fourteen of the twenty school districts investigated makes some attempt at providing a program of guidance and counseling in the schools.

4. The districts are at present using the principal and teachers to carry out guidance and counseling programs.

5. Ten districts have definite programs of character development.

6. The home room plan is used in most of the districts investigated, however, few districts provide periods for home room activity.

7. Fifteen districts offer instruction in occupations. Eleven of these give definite courses in occupations.

8. Seven districts provide a dean of boys in the schools.

9. Thirteen districts provide a dean of girls in the schools.

10. In no district, investigated were, all the suggestions proposed by the State Office of Education followed.

## CHAPTER V

### CUMULATIVE RECORDS

The purpose of this chapter is to enumerate the suggestions made by the State Council for the keeping of cumulative records and their value in successfully carrying forward the Ten Point Program suggested by that council.

The purpose is, also, to show what the various school districts have in the nature of cumulative record systems.

The State Office of Education has issued a form<sup>1</sup> for the keeping of a cumulative record of a child. Other than this no definite suggestions have been made by the council, however, the need is realized as shown by the following quotation<sup>2</sup>.

"Do the words — character, conduct, behavior, attitude, and emotions appear on the pupil's report card? Have not educators tended to define the jobs of school in terms of developing tool skills and of mastering content? Have they not placed remarkable emphasis upon sharpening the minds of those who are to be lawyers and the executives of the future as well as the minds of the average run of us who pass through the school system? Has not the habit of appraising the results of schools in terms of achievement and manual skill tended to produce a citizenry with sharpened wits and skilled craftsmanship rather than a realizing sense of social obligation and good citizenship?"

"Nearly ten years ago Ben L. Wood of Columbia University, proposed the adoption of the continuous record a card for general use in the public school system. He early proposed that the school records should include, not only the class room grades, but also it should be a behavior record, so designed as to disclose the blossoming character of the child."

"The child who shows anti-social tendencies should then be given special attention and such treatment as the individual case requires. Under this system, prevention of crime can be undertaken in time to produce results. You can readily imagine the far reaching effects of the character building agencies of the community collaborate energetically with the schools in helping suspected pre-delinquents to achieve normal adjustment."

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1. See appendix for sample of state cumulative record form.

2. Review of Senator Royal S. Copeland's addresses on Crime Prevention. Radio Talk by Charles H. Skidmore, Wednesday, December 12, 1934. KSL 8:30 P.M.

Table No. X

Showing Number of Districts Using a Cumulative Record System and  
the Type Used.

|           | Have<br>Cumulative<br>Record<br>System | Use the<br>System iss-<br>ued by State | Use a<br>system of<br>their own | Contains<br>record of<br>same Cond. | Contains<br>Health<br>History | Contains<br>Record of<br>entire<br>School<br>Career | Contains<br>Record of<br>tests given<br>2. so. ros | Contains<br>Record of<br>Teacher's<br>Judgment<br>of pupil | Contains<br>scholar-<br>ship<br>record | Contains<br>social<br>activities<br>participated<br>in by pupil. |
|-----------|--|--|---------------------------------|-------------------------------------|-------------------------------|---|--|--|--|--|
| Alpina    | X                                      | X                                      |                                 | brief                               |                               | X   | X  |  | X                                      | X  |
| Box Elder |  |  |                                 |                                     |                               |   | X  | X  |  | X  |
| Cache     | X                                      |  | X                               |                                     | X                             |   |  |  | X                                      |  |
| Davis     |  |  |                                 |                                     | X                             | X   | X  |  | X                                      |  |
| Granite   | X                                      |  | X                               |                                     | X                             |   | X  |  | X                                      |  |
| Jordan    | X                                      |  | X                               |                                     |                               |   | X  | X  | X                                      |  |
| Morgan    | X                                      | X                                      |                                 | X (brief                            |                               | X   | X  | X  | X                                      | X  |
| Nebo      | X                                      |  | X                               |                                     |                               | X   | X  |  | X                                      | X  |
| N. Summit |  |  |                                 |                                     | X                             |   |  |  | X                                      |  |
| Park City |  |  |                                 |                                     |                               |   |  |  | X                                      |  |
| Rich      | X                                      | X                                      |                                 | brief                               | X                             | X   | X  | X  | X                                      | X  |
| S. Summit | X                                      | X                                      |                                 | brief                               |                               | X   | X  | X  | X                                      | X  |
| Tooele    |  |  |                                 |                                     |                               |   | X  | X  | X                                      | X  |
| Wasatch   | X                                      | X                                      |                                 | brief                               |                               | X   | X  | X  | X                                      | X  |
| Weber     | X                                      | X                                      | X                               | X                                   | X                             | X   | X  | X  | X                                      | X  |
| Salt Lake | X                                      |  | X                               | X                                   | X                             | X   | X  | X  | X                                      | X  |
| Ogden     |  |  |                                 |                                     |                               |   |  |  | X                                      |  |
| Logan     |  |  |                                 |                                     | X                             |   |  |  | X                                      |  |
| Provo     | X                                      |  | X                               | X                                   | X                             | X   | X  | X  | X                                      | X  |
| Murray    | X                                      |  | X                               |                                     | X                             | X   | X  | X  | X                                      | X  |
| Total     | 13                                     | 5                                      | 3                               | 10                                  | 9                             | 11  | 12   | 9  | 20                                     | 9  |

It is clearly seen by the data on Table No.X, that cumulative records of pupils in the twenty districts covered are not as widely used. Several superintendents objected to them because they couldn't employ clerical help to keep the records up to date or to investigate adequately to get the information such systems call for. No superintendent was negative to the value to be derived from a cumulative record system and he hoped he would, some time, in the near future, follow one in his district.

At present thirteen districts have a cumulative record system. Five of these use the form<sup>1</sup> issued or printed by the Utah State Office of Education. Eight districts use a form of their own selection which in some cases is inferior and some superior to the state form.

The home conditions of pupils are part of the records in ten districts. Where the state form is used the information is brief covering only names, nationality and occupations of parents. It also includes number of children of family in school, number of dependent children of family, and relations of home and school. Four districts maintain a more adequate record of home relations. Salt Lake City leads the list, probably because of increased funds for adequate clerical help and the successful personnel department which gathers much of the necessary data, at least for the special cases. Murray is the next in line on this phase of the record system. An attempt is made to find out and record why, if the environment is the cause, for failure to do efficient school work.

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1. Example of state form may be seen in the appendix.

Nine districts include a health history in their cumulative records. They include present condition, diseases had in the past, not only by the pupil but the other members of the family. Defects are listed and corrections are entered upon the records as they are made. It is the object of these records to find, in the case of failure or maladjustment, whether health is the cause or a contributing cause?

In eleven districts complete records of school achievements and related phases follow the child from the first grade or when entered upon the school rolls until graduation from high school or withdrawal. In the case of withdrawing, the reason is listed. If the pupil, upon graduation enters a college or university, the name of the institution is given. In some cases the type of employment undertaken by the pupil is listed.

Of the districts investigated, twelve of them have sections in their cumulative records for complete record of all tests given indicating mental achievement and aptitude or any others that may be given. They include raw scores, group median, and their relation to chronological age. Two districts<sup>1</sup> have separate spaces for intelligence tests, subject tests, and achievement tests. Both districts list intelligent quotient (I. Q.) and Age quotient (A. Q.) or grade in achievement and subject tests.

Nine of the twenty covered by the inquiry enter into their cumulative records judgments of the pupil by the various teachers for various aptitudes and characteristics. The state form has the following items for teacher ratings, applications, attitude, industry, initiative, class cooperation, school citizenship, general appearance, courtesy, and other data. One<sup>2</sup> district uses teacher

1. Salt Lake City and Granite districts.  
2. Rich district.

judgment to a greater extent. It is used in relation to specific subject matter.

All twenty districts keep a record of scholarship. This would be necessary in any case because the colleges and universities of Utah require a transcript of credits upon entrance into the institutions.

School activities and participation in them is kept in the cumulative records of nine districts of the twenty.

These records include all forms of activities from social to honor organizations. Any ability towards leadership on the part of the pupil is entered upon the record of the student.

As may be seen by the chapter the cumulative record system in the districts in need of greater emphasis and effective work and permanent and lasting corrections are to be made, with those pupils who need guidance and intelligent counseling from the school.

One of the chief values to be obtained from a record system is that a pupil who is found to be slipping can be corrected and aided to overcome difficulties before it is too late.

### SUMMARY

1. The cumulative record form issued by the State Office of Education includes most of the information needed in a cumulative record system.

2. Thirteen districts have a cumulative record system. Five of these use the form issued by the State Office of Education.

3. Home conditions of pupils are entered into the cumulative records in ten of the school districts investigated.

4. Nine of the districts include a health history of pupils in the cumulative record.

5. Complete records of school achievement and related phases follow the pupil from the time he enters school until he graduates or leaves school, are made in eleven of the twenty districts studied.

6. Twelve of the twenty districts provide a section in the cumulative record for a complete history of the tests given by the school.

or

7. Teach/judgments of pupils are given a section of the cumulative record system in nine of the twenty districts.

✓ 8. All twenty districts keep a record of scholarship.

9. Many of the districts do not have clerical help enough to adequately gather and record the information called for by a cumulative record system.

## CHAPTER VI

### REORGANIZATION OF CURRICULAR CONTENT OF SCHOOL OFFERING

The purpose of this chapter is to show to what extent the districts investigated provide a varied curriculum in order that pupils may choose courses and follow those fields in which they are interested.

It is to show the extent to which the schools have broken away from a one course plan which all pupils are required to pursue if they wish to graduate. It shows the preparation given to those pupils who do not intend to go on to college or university.

Item five of the ten point plan is:

"Reorganization of curricular content of school offering, to adequately provide for individual difference and interests."

One out of every six people go to college or university<sup>1</sup>.

The purpose of this chapter is to find out what schools have to offer the five who do not continue their schooling.

"A curriculum which does not permit adaptation to young people's abilities and ambitions may redirect a student toward anti-social arts. Often parents make the mistake of cooperating with the young people in these errors of procedure. This year there are 75 Salt Lake City boys under eighteen years of age in C. C. C. camps. Two of these are under 16 years. In order to enlist the boys in the camp both the boys and their parents have been required to sign affidavits regarding the age of the boys which have not been true. The fact that in school the boys have been so poorly adapted to their work that they have wanted to get out by a process of misrepresentation is a challenge to teachers and principals. There are social dangers ahead when parents join irregular conduct rather than cooperate in readjusting the school work" <sup>2</sup>

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1. Phi Delta Kappan - Factors about American Education.  
February, 1953, Vol, XV, No.5.

2. Items for Superintendents, page 285, Radio Talk by Dr.  
L. John Nuttall, Jr., Parent Teacher Hours, K.S.L., Wednesday,  
January 2, 1955, at 3:30 P.M.



Table No. XI.

System of Ability Grouping, Courses and Individualized Courses Offered in the  
Twenty Northern Districts of Utah.

|           | Use definite<br>system of abil-<br>ity grouping | I. C. | Achievement<br>tests | Teacher's<br>Judgment | Scholarship | Use differ-<br>ential course<br>plan. | Agriculture | Vocational | Industrial | College<br>Preparatory | Business | Home making | Technical<br>courses | Music | Individualized<br>curriculum | Individualized<br>courses | Individualized<br>assignments | Opportunity or<br>deservior<br>Cases. | Maintain Part-<br>time school<br>during winter. |
|-----------|---|-------|----------------------|-----------------------|-------------|---------------------------------------|-------------|------------|------------|------------------------|----------|-------------|----------------------|-------|------------------------------|---------------------------|-------------------------------|---------------------------------------|---|
| Alpine    | x   | x     | x                    | x                     | x           | x                                     | x           | x          | x          | x                      | x        | x           | x                    | x     | x                            | x                         | x                             |                                       | x   |
| Box Elder | Limited   | x     | x                    | x                     |             | 1 group                               | x           | x          | x          | x                      | x        | x           | x                    |       | x                            | x                         | x                             |                                       |   |
| Cache     | x   | x     |                      | x                     |             | x                                     | x           | x          | x          | x                      | x        | x           | x                    |       | x                            | x                         | x                             |                                       |   |
| Davis     | x   | x     |                      | x                     | x           |                                       | x           | x          |            |                        | x        | x           | x                    |       |                              |                           |                               |                                       |   |
| Granite   | No report                                       |       |                      |                       |             |                                       | x           | x          |            |                        | x        | x           | x                    |       |                              | Very little               |                               |                                       |   |
| Jordan    | x   |       | x                    | x                     |             | x                                     | x           | x          | x          | x                      | x        | x           | x                    |       | x                            | x                         | x                             | x                                     |   |
| Morgan    |   | x     | x                    |                       |             | x                                     | x           | x          |            | x                      | x        |             | x                    |       | x                            | x                         | x                             |                                       |   |
| Nebo      | Limited   | x     |                      |                       |             |                                       | x           | x          |            | x                      | x        |             | x                    |       |                              |                           | x                             |                                       |   |
| N. Summit | Limited   | x     | x                    | x                     |             | x                                     | x           | x          | x          |                        |          |             | x                    | x     | x                            | x                         | x                             |                                       | special classes                                 |
| Park City | x   | x     | x                    | x                     |             |                                       | x           | x          | x          | x                      | x        | x           | x                    |       | x                            | x                         | x                             |                                       |   |
| Rich      | (Within group)                                  |       |                      |                       |             | Limited                               | x           | x          | x          |                        |          | x           |                      |       |                              |                           | x                             |                                       |   |
| S. Summit |   | x     | x                    | x                     |             | x                                     | x           | x          | x          | x                      | x        |             |                      |       |                              |                           | x                             |                                       |   |
| Tooele    | No report                                       |       |                      |                       |             |                                       |             |            |            |                        |          |             |                      |       |                              |                           |                               |                                       |   |
| Wasatch   |   | x     | x                    | x                     |             |                                       | x           | x          | x          | x                      | x        | x           |                      | x     | Limited                      |                           | x                             |                                       |   |
| Weber     |   | x     | x                    |                       |             |                                       | x           | x          | x          | x                      | x        | x           | High school          |       |                              |                           | x                             |                                       |   |
| Salt Lake | x   | x     | x                    |                       |             | x                                     | x           | x          | x          | x                      | x        | x           | x                    | x     | x                            | x                         | x                             | x                                     |   |
| Ogden     | Limited   | x     | x                    | x                     |             |                                       | x           | x          | x          | x                      | x        | x           | x                    | x     | x                            | x                         | x                             | Part time                             |   |
| Logan     | x   | x     | x                    |                       |             | x                                     | x           | x          | x          | x                      | x        | x           |                      | x     | x                            | x                         | x                             | x                                     |   |
| Provo     | x   | x     | x                    | x                     |             |                                       | x           | x          | x          | x                      | x        | x           |                      | x     | x                            | x                         | x                             | x                                     |   |
| Murray    |   | x     |                      | x                     |             | x                                     | x           | x          | x          | x                      | x        | x           |                      | x     | Voc                          | Voc                       | x                             | Part time                             |   |
| Total     | 13  | 16    | 16                   | 12                    | 2           | 14                                    | 13          | 17         | 18         | 14                     | 16       | 9           | 7                    | 14    | 12                           | 16                        | 9                             |                                       |   |

Table No. XI shows that the school districts offer to pupils and the extent to which individual interests and aptitudes are taken care of. The instruction, supplied to make school attractive to those who ordinarily drop out of school because they feel there is nothing in the offering of courses that seem to fit their individual needs and desires is shown.

Thirteen districts, of the eighteen reporting, have systems of ability grouping either all<sup>in</sup> the schools or in the junior and senior high schools. Sixteen use mental tests as a basis of judgment for placing pupils. Thirteen use achievement tests, twelve use teacher judgment, two use scholarship, two use reading tests, one uses comprehension tests, nine districts use a combination of all three as a criteria for student grouping.

In some of the smaller districts sectioning is not done but pupil differences are taken care of within the class. In the smaller districts the superintendents believe that if actual sectioning were done it would overload some sections and leave others with too few students. The life outside of school is not in select groups but all types of intelligences are met. Training in cooperation is the major reason for mixed classes in general. The superintendents are of the opinion that there is a certain value to be derived by putting a mixed group together in general class work and activity, as the low I. Q. group gains from the high I.Q. group by being associated. The high I.Q. group gains from the low I.Q. group in social adaption.

Some superintendents are against sectioning because often a stigma is placed upon the loaw groups which defeats the purpose of the grouping. They feel that extra work should be given the brighter pupils but they should not be put in an isolated group.

Twelve districts use the differentiated course plan to a greater or lesser degree. No district has a definite three track system. All maintain a minimum standard in all courses of the regular curriculum. The extent to which this is followed depends mainly upon the class room teacher consequently it is carried out with varying degrees of efficiency.

The type of instruction followed most in the districts is that of college preparatory. All the districts require certain courses and standards, if graduation is to result. All superintendents admit that this type of procedure is dominant in their schools. Many however are breaking away from it to some extent as may be seen on Table No. XI.

All districts offer more or less complete training in college preparation in agriculture of which much is done through Smith-Hughes appropriations. Seventeen districts have instruction in vocational and industrial training which includes woodwork, forging, mechanical drawing, auto and farm mechanics, etc. Fourteen districts offer courses in business training. Box Elder give an intensive business training course in its high schools. Nine districts offer courses in technical training including electricity, drafting, machine work, etc. All districts give instruction in music, but in eight districts it receives special emphasis.

Individualized curriculum is defined as making a course to fit the interests and need of individuals. In several of the districts the parent, principal, and child meet together and the three make a course which is satisfactory to all, especially the child involved. Twelve districts do this at least to some extent. All superintendents appreciate the value of such practise and are

gradually moving toward the system mentioned or similar ones.

Individualized courses are possible in twelve districts, however, it is limited to vocational and industrial courses. Few districts allow for such a procedure to enter into the regular academic courses.

Individual assignments are used in all the districts to a greater or less degree. The superintendents indicated that it was the practice of the district but depended much upon the individual class room teacher as to its efficiency and use.

Nine districts provide opportunity for special courses for winter part-time students in which the individual is more or less allowed to follow his specific interests and investigations. West High School, in Salt Lake City, is carrying on an experimental course called a reservoir class in which any type of mechanical or technical field may be investigated. It is open to all pupils of the school, however, it is especially recommended to special problem cases. The pupils of the class are not required to complete a set amount of work but are kept busy and carefully supervised. The objective is to find some work in which the pupil is interested. If this interest is found the pupil is given all the help possible and allowed to proceed as rapidly as possible in his chosen field. This class is proving very successful but is still in the experimental stage.

Alpine district goes beyond the usual plan and offers courses in commercial art, photography, and journalism. These courses are, however, elective and are not as complete as they perhaps should be. This district also offers special instruction to parttime students during the three winter months. These classes

offers an incentive for many to attend who otherwise may not enter at all.

Box Elder does only partial grouping. Provision is made especially for what is called the fast group. The mental test is given to freshmen upon entrance into high school. A reading ability test is given in the first grade as a criterion for placing and promoting pupils.

Cache District gives a mental test upon high school entrance and to special problem cases in the grades. Several different types of tests are used for special problem cases. The purpose is to find weaknesses as well as I.Q.

Jordan uses Home and personal interests as part of their criteria for grouping students. An interest questionnaire is sent out to the students twice a year and special attention is given to these interests, especially at the junior high level, however, the practice is discontinued in the senior high school.

In Morgan district the schools are considered too small to use an ability grouping system, however, special attention is given to various abilities. They have greatly increased library facilities which increases possible adjustment of individual differences. Mental tests are given to all pupils every three years and complete comprehensive tests are given each two years. Students are graded according to the results of these tests.

North Summit uses the ability grouping system to a limited extent. These methods of grading students are used: mental tests, teacher judgment, and achievement tests. An added plan of this district is the carrying out of a system of special classes for those needing special help or who wish the individual instruction.

Rich district, being small, does not use a definite grouping plan but makes adjustment for individual differences within each group. Part of each class provides a period used for individual help and instruction.

Salt Lake City uses a system of ability grouping basing judgments principally upon mental tests, supplemented by achievement tests and teacher judgments. They also recognize the value of bringing all groups together, which they do with various types of activities. Salt Lake is conducting experimental schools, to obtain data as to what extent pupils should be grouped, and how much the various groups should be brought together.

In the various schools in Salt Lake City, different types and kinds of training or instructions are offered. Special classes are provided for slow and individual classes. Careful attention is given so that material is adapted to the capacity of the pupils. The object is to insure the confidence that comes with success.

The Salt Lake City Personnel department gives much attention to finding courses and training which are guiding and interesting to special cases, thus making adjustment easier. An interest questionnaire is sent out at the end of each year to each pupil.

Ogden City uses several criteria for ability grouping in their schools but are different in the practice of allowing an easy transfer from one school to another. If a child or his parents or both feel that the child would do better in another school in the city the change is easily accomplished. Ogden provides schools for part time students.

Provo and Murray districts use ability grouping plans. Provo is the only district using an interest test. Murray divides the pupils into three groups ranking from a to c. Both districts use mental and achievement tests supplemented by teacher judgments. Both maintain part-time school for those who do not attend the entire year. Provo gives special attention to special problem cases.

In all the districts an easy transfer from course to course and field of study to field of study, without loss of credit or repetition of material is maintained.

### SUMMARY

1. The preparation of students for college or university entrance is still the chief function of the secondary schools in the districts covered in this survey.

2. Seventeen districts offer instruction in vocational and industrial training. In most of these this instruction is elective.

3. Fourteen districts offer courses in business training. Only one of these gives intensive training along this line.

4. Nine districts offer opportunity for special courses for winter part-time students.

5. Thirteen districts have systems of ability grouping in the schools.

6. Few districts use aptitude and interest tests in the schools. Those districts limit the use to problem cases.

7. Superintendents of the districts investigated generally admit that the school offering is narrow and that little offered the pupil who does not intend to go to college or university.



## CHAPTER VII

### PROMOTION OF EXTRA CURRICULAR ACTIVITIES FOR THE DEVELOPMENT OF ACTIVE LIFE INTEREST AMONG STUDENTS

Purpose of this Chapter. The state program concerning extra curricular activities of the Ten Point Program is considered a vital phase of the guidance of leisure time activities and is not dealt with separately in the plan as set up. The objective as stated by the Supervisor of Secondary Schools<sup>1</sup> is that often those children who are either dull or do not adjust readily to regular school work are often eliminated from participation in extra curricular activities and athletics because of scholarship when these pupils are the ones who need the training and values this type of pupil gets from the school. He contends that activities should not be rewards of good scholarship, but open to all pupils who receive value from them, regardless of scholarship ratings.

Item six of the Ten Point Plan is:

"Promotion of such allied activities, including student organization and hobby clubs, as are necessary to the development of active life interests among students."

This chapter shows to what extent schools are allowing free participation in such activities and using them as a means of guidance and development toward successful participation in regular school work and group cooperation.

The inquiry found that generally all extra curricular activities are popular and are participated in by many pupils. It was revealed that no particular attention is given to that fringe of the student body who often do not join any organization. All students in all districts are encouraged to join any organization, but up to the present time, there is no system or plan found where the problem

<sup>1</sup>Mr. Burton A. Farnsworth, Director of Secondary Education in Utah.

of getting all members of the school into some activity is being undertaken.

Table No. XII shows that all districts maintain regular extra curricular activities, some in which credit is given; all districts maintain hobby and class clubs. Only six districts, however, limit the number of activities a pupil may participate in, while all districts have scholarship as a limiting factor. Only one<sup>1</sup> district requires that all pupils belong to some activity.

Eighteen districts require a definite standard of scholarship before the pupil may represent the school in any activity.

Eleven districts have definite periods set aside for club and organization meetings. Fourteen districts require that organizations submit periodic reports of activities and progress. All districts furnish a faculty advisor for each organization in the school. Thirteen districts have activity committees whose work is to oversee and direct the various organizations of the school. All districts have student assemblies of which the students do much of the planning and conducting.

In explanation of the limitation by scholarship, in no district are pupils prohibited from entering social or semi-social organizations in which scholarship is not a requirement for entrance. Such organizations are few, however, in most districts.

Alpine district does not limit the number of activities in which a pupil may participate, but scholarship of a minimum standard is required if the pupil is to represent the school. It is also a requirement for entrance into many of the clubs fostered

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<sup>1</sup> Wasatch district.

Table No. 12

Showing Extra Curricular Activities Offered in the Twenty  
Northern Districts of Utah and Criteria for  
Participation.

|                 | Maintain regular<br>school activities | Maintain Class<br>or Hobby Clubs | Limited to<br>Given Number | Limited by<br>Scholarship | All students<br>required to<br>Participate | Limited by<br>Scholarship<br>before School | Have period for<br>club meetings | Reports<br>required | Have Faculty<br>Advisors for<br>all activities | Have activity<br>Committee | Have Student<br>Assemblies | Organizations<br>Conduct<br>Assemblies |   |
|-----------------|---------------------------------------|----------------------------------|----------------------------|---------------------------|--|--|----------------------------------|---------------------|--|----------------------------|----------------------------|--|---|
| Alpine          | x                                     | x                                |                            | x                         |  | x  | x                                | x                   | x  |                            | x                          | 1/2                                    | - |
| Box Elder       | x                                     | x                                |                            | x                         |  | x  | x                                | x                   | x  | x                          | x                          | x                                      | - |
| Cache           | x                                     | x                                |                            | x                         |  | x  | x                                | x                   | x  | x                          | x                          | x                                      | - |
| Davis           | x                                     | x                                |                            | x                         |  | *  |                                  |                     | x  |                            | x                          | x                                      | - |
| Gronite         | x                                     | x                                | x                          | x                         |  | x  | x                                | x                   | x  |                            | x                          | x                                      | - |
| Jordan          | x                                     | x                                | x                          | x                         |  | x  | x                                | x                   | x  | x                          | x                          | x                                      | - |
| Kearney         | x                                     | x                                |                            | x                         |  | x  |                                  |                     | x  | x                          | x                          | x                                      | - |
| Kobe            | x                                     | x                                |                            | x                         |  | x  | x                                |                     | x  |                            | x                          | x                                      | - |
| North<br>Summit | x                                     | x                                | x                          | x                         |  | x  | x                                | x                   | x  | x                          | x                          | x                                      | - |
| Park City       | x                                     | x                                |                            | x                         |  | x  |                                  | x                   | x  | x                          | x                          | x                                      | - |
| Rich            | x                                     | x                                |                            | x                         |  | x  |                                  | x                   | x  | x                          | x                          | x                                      | - |
| South<br>Summit | x                                     | x                                | x                          | x                         |  | x  |                                  | x                   | x  | x                          | x                          | x                                      | - |
| Tobe            | No report                             |                                  |                            |                           |  |  |                                  |                     |  |                            |                            |  | - |
| Wasatch         | x                                     | x                                |                            | x                         | x  | x  | x                                | x                   | x  | x                          | x                          | x                                      | - |
| Weber           | x                                     | x                                | x                          | x                         |  | x  |                                  | x                   | x  | x                          | x                          | x                                      | - |
| Salt Lake       | x                                     | x                                |                            | x                         |  | x  | x                                |                     | x  | x                          | x                          | x                                      | - |
| Ogden           | x                                     | x                                | x                          | x                         |  | x  |                                  | x                   | x  | x                          | x                          | x                                      | - |
| Logan           | x                                     | x                                |                            | x                         |  | x  | x                                | x                   | x  | x                          | x                          | x                                      | - |
| Provo           | x                                     | x                                |                            | x                         |  | x  |                                  | x                   | x  |                            | x                          | x                                      | - |
| Murray          | x                                     | x                                |                            | x                         |  | x  |                                  | x                   | x  |                            | x                          | x                                      | - |
| Total           | 19                                    | 19                               | 6                          | 19                        | 1  | 18   | 11                               | 14                  | 19   | 13                         | 19                         | 19                                     | - |

Activities in Districts and Requirements for Participation in them.  
\*Includes Band, Dramatics, Debates, Athletics, Paper, Yearbook, School Government, etc.

by the school. Alpine district allows definite periods for meetings of some of the organizations. Those clubs closely connected with the school social, semi-social, special subject clubs and organizations must meet when school is not in progress. Every club or organization has a faculty advisor and is required to make reports of progress and activities. One-half of the student assemblies are to be planned and conducted by student organizations.

Box Elder district maintains regular extra curricular activities, and class or subject, and hobby clubs. The number participated in by the pupil is not limited, but scholarship of a definite standard is required of all members. Definite periods are set aside for organization meetings. Each organization or club has a faculty advisor. Over all groups there is an activity committee composed of three groups. Assemblies are planned and conducted mainly by the personnel of the student body, each organization and club taking turns.

Cache district provides all regular extra curricular activities and fosters hobby, class, and subject clubs. Most of which have definite standards of scholarship, especially if the school is to be represented in any way. An hour each week is set aside for meeting of clubs and organizations. Reports of activities and progress are required and each organization has a faculty advisor. An activity committee of students and faculty have charge of all school organizations and clubs. Assemblies are planned and conducted principally by the students except upon special occasions.

Davis district fosters all regular school activities, including subject and hobby clubs. Scholarship of a minimum standard is not required for participation, except in a limited number of

organizations. No periods are set aside for meeting, but each organization has a faculty advisor. Assemblies are largely conducted by the members of the student body.

Granite district maintains all regular extra curricular activities including hobby, and subject clubs. The number of organizations in which a pupil may participate is decided by the principals of the various schools. Scholarship standard is required for membership in part of the organizations, but is not a requirement for all. Definite periods are set aside for organization and club meetings. A faculty member advises each group and each group is required to make periodic reports of what it is doing and intends to do. Student assemblies are principally arranged by the students except on special occasions.

Jordan district provides a club director and only in special cases are pupils not allowed to participate. Pupils are allowed to join only one club, but are permitted to shift from one to another as their interests change. In the case of activities which represent the school, pupils are required to maintain a definite standard of scholarship. Regular periods are set aside for club activity and these periods are carefully planned to do away with inactivity on the part of the members. Aside from the club director each organization has a faculty advisor and is required to make periodic reports of objectives and progress toward these objectives. Each school has a general activity committee that directs the movement of the entire program and sets up the standards of organization. Assemblies are generally planned and conducted by the different school groups.

Morgan district has the usual program of activities found

in Utah high schools. This district also fosters hobby and subject clubs. Special attention is given to the student handling of club budgets. Each club has what is called a hobby room where activities and club interests are posted. Scholarship is a requirement in all activities connected with the school. Each organization has a faculty advisor aside from a general school activity committee. Each class and organization is required to conduct unaided, at least one student assembly.

Nebo district allows no organization to exist that has a selected membership from within the group. Clubs must be purely democratic in nature. Standards and requirements may be set up, scholarship being one, but all organizations are open to all students. In the Junior high school all pupils are required to participate in some school organization and periods are set aside for club activity. Other than a faculty advisor for each activity, no other direction is provided. Assemblies are principally student affairs. This district maintains regular school activities as do other Utah districts.

In North Summit district, every course has a club with an appropriate faculty advisor. Pupils are limited to one club. Pupils are not required to join any activity but every graduating student is required to give what is called a "senior speech" before the assembly some time during the year. Organizations must send reports of activities to the principal of the school. The faculty members besides being club advisors form the school activity committee. All regular school activities are sponsored and assemblies are mainly conducted by the student body.

South Summit limits pupils to two organizations and holds for a definite standard of scholarship on the part of members.

Other than this, the procedure is practically the same as in other districts except that it does not have football as one of the regular activities.

Wasatch district holds for a definite standard of scholarship and requires that all pupils take part in some regular school activity or club. The music of this district is a community affair and is continued throughout the summer months. An activity period of one hour a week for organizations is provided in this district. Other activities found in usual school systems are maintained.

Weber district limits its pupils to two activities. This district also requires a standard of scholarship. Weber provides faculty advisors and also maintains an activity committee in its schools. Assemblies are regular and are presented by the students.

In both Salt Lake and Ogden, the problem of activities is largely left to the principals of the various schools. Ogden, however, limits its pupils to one club. Both proceed largely as other districts do in relation to activities. Scholarship is a limiting factor in both districts, however. Salt Lake provides activities for special groups to whom the rigid set of city eligibility rules<sup>1</sup> do not apply.

Logan, Provo, and Murray have practices which are similar to most districts mentioned, so will not be handled separately. They all have the regular activities found in other districts, including hobby and subject clubs. Scholarship is a requirement for activity participation in all three districts.

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<sup>1</sup>Rules governing eligibility, East, South and West High Schools, Salt Lake City, Utah. Office of City Superintendents of Schools.

## SUMMARY

1. In the districts the general rule is to hold extra curricular activities as a premium for doing good or passible school work.
2. All districts maintain hobby and special interest clubs. Only six districts limit the number of activities in which a pupil may participate in.
3. The extra curricular activities in all the districts are supervised by the faculty.
4. Eleven districts have definite periods set aside for club and organization meetings.
5. Eighteen districts require a definite standard of scholarship before a pupil may represent the school in any activity.
6. The State Supervisor of Secondary Schools for Utah maintains that the pupil who would probably gain the most from extra curricular activities is often eliminated from them because he cannot meet the requirements set by most of the schools.
7. Athletics and the requirements for participation in them are set by the Utah State Athletic Association and in most cases the schools are required to meet these standards if they wish to participate in the state-wide athletic program.



## CHAPTER VIII

### DIAGNOSING INDIVIDUAL DIFFICULTIES AND NEEDS AND REMEDIES

#### PROVIDED

The purpose of this Chapter. This chapter, for convenience, is divided into two parts. The first will deal with the problem of health education; the second with methods of teaching.

Item seven of the Ten Point Plan is:

"Reappraisal of school methods, and adoption of methods that will diagnose individual difficulties and needs, and provide adequate remedies."

As far as health is concerned, the State Council for Education for Prevention of Crime has not set up any new procedure, but has recommended that the state laws concerning health be enforced.

The statutory provision of 1919 indicated the following:<sup>1</sup>

2 "The employment of a state health supervisor who should exercise general supervisory control of health education in the public school of the state and should advise with local boards of education in regard to organization and effective means of preserving and promoting the health of the school children. The law further required that all school children should be examined for physical defects at least once a year and that the parents should be notified of any defects that may be discovered. Permission was also extended to local boards to employ school nurses and physicians to make the required examinations. A state subsidy was provided to be appointed among the districts qualifying in the health program."

The second phase concerning the diagnosing of individual difficulties, the state council has not made any definite suggestions. The reason there are no definite suggestions is because several experimental schools are in operation and it was not possible to

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<sup>1</sup>"The Educational Program of 1919 and Factors Conditioning its Operation." Thesis by Dr. LeRoy E. Cowles, University of California, page 85.

STATUS OF THE CHILDREN OF THE AMERICAN MISSION AT TIENTSIN

|    | Age | Sex | Religion | Marital Status | Education | Employment | Residence | Health | Character | Notes |
|----|-----|-----|----------|----------------|-----------|------------|-----------|--------|-----------|-------|
| 1  | 10  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 2  | 8   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 3  | 12  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 4  | 9   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 5  | 11  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 6  | 7   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 7  | 13  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 8  | 6   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 9  | 14  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 10 | 5   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 11 | 15  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 12 | 4   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 13 | 16  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 14 | 3   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 15 | 17  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 16 | 2   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 17 | 18  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 18 | 1   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 19 | 19  | M   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |
| 20 | 0   | F   | C        | Single         | Primary   | None       | Orphanage | Good   | Active    |       |

secure reports of these schools. Salt Lake City is at present conducting one of these experiments under the direction of Dr. Burton K. Farnsworth of the State Office of Education.

The objectives of the State Council are, as could be gathered from interviews with various council members, that the subject matter used should, as much as possible, grow out of definite student interests and that subject matter should be adapted to the capacities and needs of the student.

This chapter is to show what the school districts are doing toward carrying out these two phases of diagnosing student difficulties.

As may be seen by Table No. VIII, eight school districts employ school physicians. In twelve districts, yearly health examinations are given to all pupils. In most cases, local city and county physicians are used. In Morgan district a physician is imported to give the health examinations. In all the districts reporting, parents are notified of known physical defects in the pupils, and suggestions for correction offered. When physical defects impair school progress or adjustment, fifteen districts supply the necessary medical service free of charge to needy pupils. Morgan district goes beyond this and offers to pay fifty per cent of the cost of medical attention given any school child. In Jordan district all doctors and dentists are organized into a health clinic. This clinic takes care of all school health work. In Ogden and Logan all pupils entering the first grade are given a complete health examination. The examination is repeated again when the pupils enter the Junior high school. Logan district repeats the physical examination upon entrance into the high school.

Provo gives a complete health examination to all first graders and only upon special request thereafter. In all the districts those who take part in athletics are carefully examined before they are allowed to take part.

Six school districts employ a school dentist, Table No. VIII; fourteen districts supply free dental service to needy pupils when such defects impair school progress. In eleven of the districts, rates are given to pupils by local dentists. In Alpine district, a grade is taken at a time and an intensive drive is made to get all dental defects corrected in the grade taken. This year, the second grade is the grade in which <sup>is</sup> this being done. Morgan district has just completed a two year drive to correct all dental defects in its pupil population. In both Cache and Morgan districts, the school pays fifty per cent of the dental bill if the needed corrections are made.

Eighteen of the school districts employ at least one school nurse. Cache district employs two, Jordan and Granite employ three, Ogden employs five school nurses. It is the function of these nurses to make further examinations of pupils who are sent to them from the regular school rooms. They also inspect those pupils who have been absent from school because of illness before they can reenter school. Many of the school districts are using Federal money for the employment of nurses.

Class room teachers are required to make daily health inspections of all their pupils in seventeen of the twenty school districts. This is required of the teachers in the elementary schools only.

The physical education departments in seventeen of the districts are required to give special corrective exercise to those

pupils who are in need of it and whose defects can be corrected by exercise.

Four districts offer special health classes to those pupils of the school who wish special instruction or who are in need of such instruction, in phases of health which are often not taken up in the usual health class.

Hot lunches are served to pupils in thirteen of the twenty districts. In few districts is this done in all the schools of the district. It is usually done in those schools where pupils cannot reach home and return during the lunch period. Only two districts supply free lunches to their students. Eight districts furnish lunch rooms for those pupils who bring their lunch. In Park City an extended lunch period is allowed to give all pupils adequate time to go home to lunch.

Nine of the school districts give special attention to the teaching of mental health. In the other school districts it is taught only as a part of the usual health classes. A better representation is shown, however, in regard to nervous pupils. Fourteen school districts make case studies of nervous cases when the condition affects school progress or adjustment. Cache district has a mental hygiene society to which all principals and teachers belong. Through this society, many special pupil problems are solved.

All the school districts are making special drives in their districts to have all pupils vaccinated for smallpox and inoculated for typhoid fever. In all the districts, iodine treatments are given at cost to all pupils needing such attention. In most of the elementary schools of the districts, visiting teachers weigh and measure each pupil monthly and a careful record is kept. In many

cases, suggestions are sent to the parents as to how children may be brought to standard in weight.

In relation to subject matter, all the school districts investigated are making special attempts to adapt subject matter and school material to the needs and interests of the pupils. Pupil capacities are taken into consideration in most schools. The integration of subject matter is an objective of all the schools visited. This phase is receiving special attention in Salt Lake City at the present time. This district has several experimental schools studying various methods of subject matter integration. Reports of the progress of these studies or experiments are not available for this study. The unit organization method is used in all the schools of the districts investigated. Box Elder district uses socialized program whereby it attempts to have subject matter grow from definite interests and needs of the pupils.

In most cases, the districts use the six-three-three plan of promotion. The eight-four plan is still quite often used in the rural schools and in the districts where the population is comparatively small. Box Elder district has only two junior high schools because the largeness of the district and the distances between towns makes the use of Junior high schools impractical. Salt Lake City uses the six-one-four plan in their schools. A special effort is made to prepare the pupil properly before he is allowed to enter the high schools. That is, he must master thoroughly all fundamental subjects before entrance into high school. Ogden is at present using the six-two-four plan in its schools.

It was found that there is quite a general drive on in the districts to cut down the number of retentions being made in the

the schools. The practice to make retentions principally in the first two or three grades and keeping the pupil with his social group thereafter, is coming into general use in the schools.

Park City does not follow this practice. In this district, a minimum standard is set up for each grade and subject. All pupils are required to meet this standard if they expect to be promoted.

The superintendents of those districts investigated, report that better adaptations are being made both on the part of the pupils and on the part of the schools. In every district better adaptations of school offerings to pupil needs and interests is one of the chief objectives of the superintendent.

## SUMMARY

1. At the present time the state does not employ a state health supervisor.
2. Eight school districts employ a school physician.
3. Twelve districts give yearly health examinations to all pupils.
4. Six districts employ a school dentist.
5. When physical defects impair school progress or adjustment, fifteen districts supply the necessary medical attention free of charge to needy pupils. Fourteen districts supply dental service to needy pupils.
6. Eighteen districts of the twenty studied, employ at least one school nurse. Five of these employ more than one nurse for the schools.
7. Nine districts give special attention to the teaching of mental health in the schools.
8. All the districts studied are making drives in the schools to have all pupils vaccinated for smallpox and inoculated for typhoid fever.
9. The iodine treatment is given at cost, to pupils who need this attention in all twenty districts.
10. All the districts are making special attempts to adapt subject matter and school material to the needs and interests of the pupils.
11. Integration of subject matter is an objective of all the districts visited. Experimental schools are investigating this problem at the present time in Salt Lake City.
12. The practice of making retentions principally in the first two or three grades is followed in most of the districts visited.



## CHAPTER IX

### IN-SERVICE TRAINING OF TEACHERS

The purpose of this Chapter. To review the suggestions submitted by the State Council for Prevention of Crime, through Social Education; review what the various districts require, and offer as incentives for the further training of teachers. Also to show the methods of in-service training of teachers used in these school districts.

Item number eight of the Ten Point Plan is:

"There shall be a program of in-service training of teachers to the end that teachers now in service, as well as those who shall later be employed, shall become adept in counseling, diagnosing, and guiding in social, economic, and educational activities of the youth."

The State committee on training of in-service training of teachers enumerates the following<sup>1</sup>:

a. Committee should function both as a committee on methods and as committee on training of teachers.

b. Regarding methods, committee should summarize current literature on methods of pupil accounting, guidance of youth, character education, adapting schools to individual differences, and methods of teaching the various school subjects.

c. Regarding in-service training of teachers, the committee should recommend appropriate programs, including pre-service training, training in service, training during vacations, and training required for certification and such other work as the committee desires to initiate."

The machinery for putting these objectives into operation by this State committee has not been started to the extent that a report for this study is available. Consequently, this chapter will deal principally with what is being done in the various school districts and what is required of teachers including pre-service and in-service training.

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<sup>1</sup>Bulletin 1934 No. A 17. Selected pages from items for Superintendents on Utah State Council for the Prevention of Crime Through Social Education.

Table No. 14

## Show Requirements and Methods of In-service Training in the Twenty

## Northern School Districts of Utah.

|           | Required State<br>Certification | Number of<br>Supervisors | Special<br>Supervisors | General<br>Supervisors | U.S.A. | N.E.A. | Local<br>Organization | Refused to<br>Join Organ. | General<br>Institutes | Special<br>Conferences<br>held. | Number held | Individual<br>Conferences | Written<br>Suggestions | Bulletins | Book reviews | Summer school<br>or travel | Recognition for<br>increased training | Other requirements | Other training |
|-----------|---------------------------------|--------------------------|------------------------|------------------------|--------|--------|-----------------------|---------------------------|-----------------------|---------------------------------|-------------|---------------------------|------------------------|-----------|--------------|----------------------------|---------------------------------------|--------------------|----------------|
| Alpine    | x                               | 2                        |                        | 2                      | x      | x      | x                     |                           | x                     | x                               | x           | x                         | x                      | x         | x            |                            |                                       |                    |                |
| Box Elder | x                               | 4                        | 2                      | 2                      | x      | x      | x                     |                           | 2                     | x                               | 3           | x                         | x                      | x         | x            |                            |                                       |                    |                |
| Cache     | x                               | 1                        |                        | 1                      |        | x      | x                     | x                         | 1                     | x                               | 4           | x                         | x                      | x         |              |                            | x                                     |                    | x              |
| Devis     | x                               | 3                        | 2                      | 1                      | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| Granite   | x                               | 3                        | 1                      | 2                      | x      | x      | x                     |                           | 2                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    | x              |
| Jordan    | x                               | 3                        | 1                      | 3                      | x      | x      | x                     |                           | 3                     | x                               | 4           | x                         | x                      | x         |              |                            |                                       |                    |                |
| Morgan    | x                               | 1                        | 1                      | 1                      | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| Mojo      | x                               | 3                        | 1                      | 1                      | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| N. Summit | x                               |                          |                        | 1                      | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| Park City | x                               |                          | 1                      | 1                      | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| Rich      | x                               | 1                        | 1                      |                        | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| S. Summit | x                               | 1                        |                        |                        | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| Tooele    | No report                       |                          |                        |                        |        |        | x                     |                           |                       |                                 |             |                           |                        |           |              |                            |                                       |                    |                |
| Wasatch   | x                               | 2                        | 2                      | 2                      | x      | x      | x                     |                           | 2                     | x                               | 3           | x                         | x                      | x         |              |                            |                                       |                    |                |
| Weber     | x                               | 3                        | 2                      | 1                      | x      | x      | x                     |                           | 3                     | x                               | 20          | x                         | x                      | x         |              |                            |                                       |                    |                |
| Salt Lake | x                               | 3                        | 7                      | 3                      | x      | x      | x                     |                           | 3                     | x                               | 4           | x                         | x                      | x         |              |                            |                                       |                    |                |
| Ogden     | x                               | 3                        | 3                      | 2                      | x      | x      | x                     |                           | 2                     | x                               | 1           | x                         | x                      | x         |              |                            |                                       |                    |                |
| Logan     | x                               | 3                        | 2                      | 1                      | x      | x      | x                     |                           | 1                     | x                               | 20          | x                         | x                      | x         |              |                            |                                       |                    |                |
| Provo     | x                               | 1                        |                        | 1                      | x      | x      | x                     |                           | 1                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| Murray    | x                               | 2                        | 2                      |                        | x      | x      | x                     |                           | 2                     | x                               |             | x                         | x                      | x         |              |                            |                                       |                    |                |
| Total     | 19                              | 54                       | 27                     | 24                     | 18     | 19     | 17                    | 4                         | 20                    | 13                              | 61          | 13                        | 13                     | 11        | 6            | 5                          | 2                                     | 1                  | 1              |

As may be seen by Table No. XIV all districts require that teachers hold valid Utah State teacher certificates for the grade of teaching they do. Guidance and personnel courses are not necessary for teacher certification in Utah. However, standards are constantly being raised. An example is the three-year training required of elementary teachers, to go into effect in 1936 and 1937.

The number of special and general supervisors in the thirteen districts reporting are fifty-three. Twenty-seven special and twenty-four general supervisors are employed. In the state of Utah as a whole, using the amount of money expended for supervision as a criterion, supervision has been neglected in the years from 1930 to 1933. "In 1930 the State paid only \$110,413.00 for salaries of supervisors, and in 1933 only \$73,388.00."<sup>1</sup>

Special supervisors are usually employed for the teaching of music and art. In the case of Salt Lake and Ogden, supervisors for special subjects, as well as music and art, are employed.

Special supervisors are usually employed for the teaching of elementary schools. Few districts, of those studies, do not have at least one elementary school supervisor. It is the function of the supervisors to help the teachers to do better work by assisting the teacher to overcome difficulties. In many of the districts, the superintendent helps with supervision. He is often the secondary school supervisor. In Rich district, he is the only supervisor in the district for all schools. The principals in North Summit take

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<sup>1</sup>Twentieth Biennial Report of the Superintendent of Public Instruction of the State of Utah, page 7.

over most of the supervision work. All superintendents interviewed were of the opinion that the principle of supervision is neglected in the State.

Davis district probably has the outstanding method of teaching supervision for new teachers. All new teachers in grades up to and including the Junior high schools are considered assistant teachers for the first year. Two new teachers are placed under the supervision of one expert teacher who carefully directs teaching procedures of these assistants. This is done for one year and longer if necessary, or the teacher who does not become efficient, is eliminated from the system. After this they become regular teachers at a regular salary.

Teacher professional organizations are well represented in the districts investigated. Many of them have a hundred per cent membership in the National Educational Association and the Utah Education Association. The latter association having, of course, the greater membership. Local teachers' associations are in existence in every district. Only four districts require teachers to join professional organizations. When this is the case, the teachers are required to join only the Utah and local associations. No district requires membership in the national association. All districts, however, encourage membership in all associations because they are valuable sources of school and teaching information.

All districts hold at least one general district teacher institute. Nine hold two, three hold three, and in Weber district six are held during the year. Aside from these, the state holds a general teacher's institute at Salt Lake City once a year. In these institutes, problems of general nature are taken up. Also

special speakers are often imported to discuss various phases of the teaching profession. Superintendents consider these institutes a valuable source of information for teachers and principals alike.

Fifteen districts hold special conferences both of each grade and various subjects. Moab and Park City hold such conferences weekly. In these, problems relating to a particular grade or subject are taken up by all the teachers of the district doing work in that grade or subject. Standards are set up and procedures worked out. It is considered valuable, as a plan, for the interchange of ideas. Outside speakers are often invited to discuss specific phases of the work. Many superintendents are working to increase and improve this type of training.

Superintendents and supervisors prefer to use the individual conference method for specific instruction and help to a teacher. This method they consider most effective. When instructions or information of a general nature is to be given out, most of the districts use the written suggestion method. It is considered useful, especially at the beginning of the school year. All the districts use bulletins either of a local or state nature as a source of teacher information and training. Eleven districts use the book review method of in-teacher training.

Five districts have written into the teacher contracts that the teacher attend summer school or travel once in every so many years. Once in every three years is the usual requirement. Five other districts give financial recognition for attendance at summer school., all the way from the payment of tuition to a hundred dollars.

All districts prefer that teachers have had previous teacher experience, but only two districts, Granite and Ogden, re-

quire that teachers have had previous experience before employment.

Davis district is the only one that puts new teachers on probation and into a special training schedule before regular employment.

All superintendents consider the faculty meeting as a very valuable medium for teacher training and information. It is used to discuss, not only local school problems, but also problems of a district nature. Some districts call in outside speakers and conduct book reviews during these meetings.

As may be seen in this chapter, no standard method of in-teacher training exists and few requirements are made of prospective teachers other than state certification. No definite system of character investigation of teachers is found in any of the districts.

### SUMMARY

1. The machinery for putting the objectives of the state committee on in-service training of teachers has not been put into operation.
2. All persons who wish to teach in the State of Utah must hold a valid Utah State teacher certificate for the grade of teaching they intend to do. This requirement is enforced in all the districts investigated for this study.
3. Thirteen of the twenty districts employ special or general supervisors. Several of these districts employ both types of supervisors.
4. Teacher professional organizations and associations are well represented in the districts studied.
5. All twenty districts investigated, hold at least one general teacher institute. Several of the districts hold more than one.
6. Fifteen districts use the special conference method wherein all teachers of a particular grade or subject meet and discuss problems relative to their group.
7. Five districts require that teachers attend summer school once in a given number of years.
8. Five districts give financial recognition for the attendance of summer school.
9. Few districts require anything other than state certification from teachers entering into service.

## CHAPTER I

### EVALUATION AND PUBLICITY

Points nine and ten of the Ten Point program are included in one chapter because information concerning these two points do not permit separate chapters.

The purpose of this chapter is to enumerate the suggestions made by the state concerning these phases of the program. Also to show what is being done in the various districts toward carrying out these suggestions.

The chapter is divided into two sections. Each will be handled separately.

The Evaluation of the Program. The state makes the following statement<sup>1</sup> concerning this phase:

"Any program needs evaluation. It is essential also that the means used in evaluating are reliable. It is proposed, therefore, that, techniques be devised that will reliably measure the program and its results."

As yet, techniques for reliable measurement have not been devised. The criteria for measurement of what is being done in the districts are attendance records, school achievement, and use of objective aptitude tests for counseling.

As may be seen in Table No. III and Graph No. 2, the school census has been on a steady increase. School enrollments also show, in general, a steady increase. Average daily attendance though, showing more fluctuation, has steadily increased. The per cent of census enrolled has for the period covered by Table No. XV, always

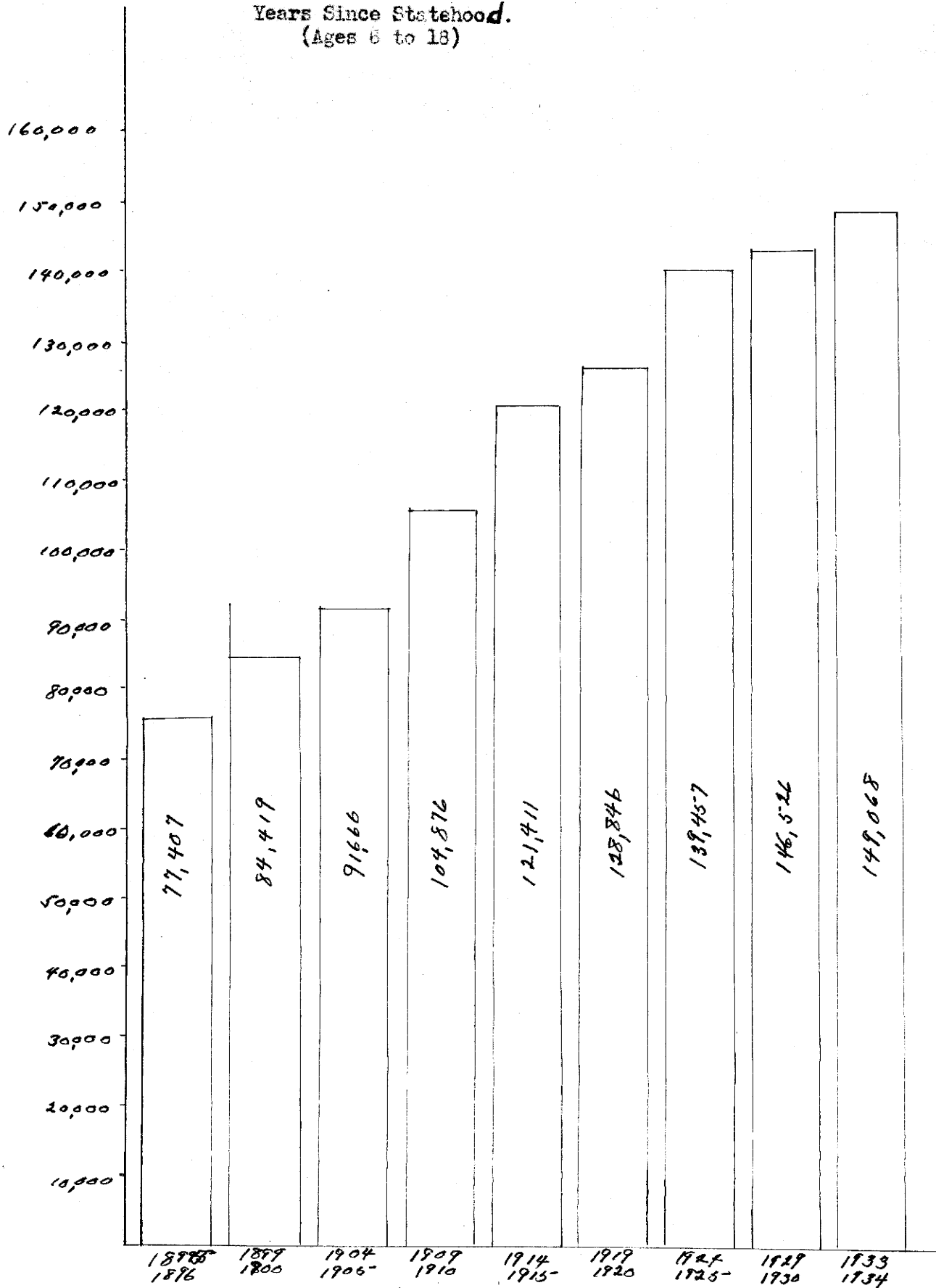
<sup>1</sup>Bulletin No. A-17, 1934. Selected from pages from its items for Superintendents on Utah State Council for the prevention of crime through Social Education.



Graph No. II

Census Growth Utah School Population By

Years Since Statehood.  
(Ages 6 to 18)



Taken from the 20th Biennial Report of Supt. of Public Instruction for Utah.

been in the nineties, ranging from 94.2 to 96.9. The per cent of enrollment in average daily attendance has since 1928-29 shown a steady increase.

In the light of Table No. IV it is safe to assume that the school enrollment and per cent in average daily attendance is better than formerly. It is also safe to assume from these figures that the schools are more successful in holding their pupils in school than formerly, consequently better adaptations are being made.

School achievement, judging from the number of failures<sup>1</sup> in relation to enrollment, has remained fairly constant in Utah as a whole.

All superintendents interviewed are of the opinion that better adaptations on the part of pupils and of the school are being made. Many of them are working to cut down the number of retentions being made in their respective districts.

Few districts give objective aptitude tests. Consequently no report can be made on the use of these as a criterion for measuring pupil adaptation to school work.

Granite district measures its success in subject matter adaptation by pupil progress in curriculum measured by standard tests, added training teachers are seeking, and relative adaptation of graduates. Jordan measures its success in subject matter adaptation by the fact that delinquency has practically ceased in the last few years in its district, and also by the participation of pupils in school and community activities.

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<sup>1</sup>16th, 17th, 18th, 19th, 20th Biennial Report of the Superintendent of Public Instruction of Utah.

Table No. 15.

Publicity Program of the Twenty Northern School Districts of Utah.

|           | Publish School Papers | Publish Hand book | Publish School | Have Bulletin Board | Put on/stand-<br>ing pupils work<br>on board | Have public<br>visiting days | School entertain-<br>ment provided | Trade value<br>of athletic<br>contests | Furnish talent<br>from school<br>organizations | Exhibits at<br>County Fair | Store window<br>exhibits | Participate in<br>Community<br>affairs | Interchange of<br>talent between<br>schools. | Cooperate with<br>press | Publish school<br>objectives. |
|-----------|-----------------------|-------------------|----------------|---------------------|--|------------------------------|------------------------------------|--|--|----------------------------|--------------------------|--|--|-------------------------|-------------------------------|
| Alpine    |                       |                   |                |                     |  |                              |                                    |  |  |                            |                          |  |  |                         |                               |
| Box Elder | X                     |                   | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       |                               |
| Cache     | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| DeVils    |                       |                   | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       |                               |
| Granite   | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       |                               |
| Jordan    | X                     |                   | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       |                               |
| Morgan    | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| N. Summit | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Nelo      |                       |                   |                | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Park City | X                     |                   |                | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Rich      |                       |                   |                | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| S. Summit | X                     |                   |                | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Toweles   | No report             |                   |                |                     |  |                              |                                    |  |  |                            |                          |  |  |                         |                               |
| Wasatch   | X                     |                   | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          | X                        | X                                      | X  | X                       | X                             |
| Wasatch   |                       |                   | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Wolver    | X                     |                   | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Belt Lake | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Ogden     | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Idaho     | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Provo     | X                     | X                 | X              | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Henry     | X                     | X                 |                | X                   | X  | X                            | X                                  | X                                      | X  | X                          |                          | X                                      | X  | X                       | X                             |
| Total     | 17                    | 9                 | 16             | 19                  | 18   | 17                           | 13                                 | 17                                     | 16   | 19                         | 10                       | 16                                     | 10   | 13                      | 11                            |

Publicity of the Program. The state committees<sup>1</sup> have been appointed to carry out the phase of the program covered in item number nine which is:

"Any program needs evaluation. It is essential also that the means used in evaluating are reliable. It is proposed, therefore, that techniques be devised that will reliably measure the program and its results."

The Committee on Public Information<sup>1</sup>, whose duty is "To gather information from work of all other committees, sees that proper interpretations are made, and sees that public is kept adequately informed."

The committee on publications' duties are:

- a. To gather from every desirable source what has been contributed to date through the 1919 compulsory attendance law.
- b. Summarize what has been done.
- c. Project this program.
- d. Prepare bulletin requested by Colonel John A. Randall, Secretary of the United States Senate Committee.

As yet, none of these points have been carried to completion, consequently this study will enumerate what is being done in the various districts along the line of publicity either directly or indirectly.

Seventeen districts publish school papers in their junior and senior high schools. It is not considered for publicity purposes, but it does notify many of the people what is going on in the school. Only nine districts publish hand books in the high schools, several others issue pamphlets. The chief purpose is publicity. That is, the schools wish to inform parents or prospective pupils what the school has to offer. Many superintendents

<sup>1</sup>Bulletin 1934 - A 17. Selected Pages from items for Superintendents on Utah State Council for the Prevention of Crime through Social Education.

think that the yearbook often issued at high schools, is the best means of publicity.

Sixteen districts make a practice of publishing a student annual.

All schools have bulletin boards in their schools. Sixteen of these use them to post outstanding pupils, teacher and school accomplishments. This is considered an indirect method of publicity.

Sevanteen districts set aside definite days for parents to visit and special attention is given to getting parents and adults to attend. In some districts for one day the children stay home and the parents attend school. The method has proved quite successful in most cases. Parents are invited to visit the schools at any time in all districts.

The public is notified of school entertainments in eighteen of the districts, either by the local newspaper or through the children. In these districts, it is a policy of the school to inform especially parents. Athletic contests are usually taken care of by the local newspapers. As far as publicity goes, however, seventeen districts have publicity people or departments who do this work.

Eighteen of the nineteen districts furnish talent for programs presented by non-school organizations. This is usually confined to the music department. Once in a while the other fields are called upon to make reports or speeches upon selected subjects. Essay contests are often sponsored by such organizations to which the school or students of the schools contribute or enter.

The exhibit method is quite generally used in the districts especially at county fairs, class and club exhibits are often presented. Two of the districts use the show windows of local business houses for special exhibits.

The chief form of publicity used in the districts is the participation of the school in community celebrations, parades, entertainments, etc. The school band is the chief participant in community affairs. Some districts use the band during the summer for concerts. Logan and Wasatch are districts where this is done.

All superintendents cooperate with the local press, if there is one, and in most districts the feeling between school and press is friendly. Some districts, instead of publishing a separate paper, furnish material for a page in the local paper. Thirteen districts publish school objectives with the purpose in mind of informing the public of the objectives of the school and just what the school is attempting to do for the child and community.

The Parent-Teacher Organization is considered by teachers and superintendents as a valuable means of informing parents and public of school objectives and activities and often as a result, receive the cooperation desired for publicity.

### SUMMARY

1. Techniques for the reliable measurement of the program have not been devised.
2. All superintendents interviewed, are of the opinion that better adaptations are being made, both on the part of the students, and on the part of the schools.
3. The state committee on publicity has not as yet published any report of progress.
4. Seventeen districts publish papers in the junior and senior high schools.
5. Nine districts publish hand books in the high schools.
6. Sixteen districts publish student annual in the secondary schools.
7. All schools participate in community celebrations, parades, and entertainments. Several of the schools give band concerts during the summer months.
8. The Parent-Teacher organization is considered by the schools as a valuable avenue for school publicity.
9. All superintendents cooperate with the press, few however, publish information concerning school objectives.

## CHAPTER XI

### CONCLUSIONS AND RECOMMENDATIONS

The purpose of this chapter is to give a brief summary of each chapter and to evaluate programs found in the districts as related to the suggestions set up by the State Council in its Ten Point Program.

The need for some program to attempt to lessen crime especially among adolescents, is apparent. The problem is of national significance and schools are being criticized because many of the criminals are of school age or slightly older. School men see the need and their responsibility, consequently are attempting evaluation of school procedures and making suggestions for the meeting of the problem through reorganization and better merit of this school procedure as they affect the adjustment of pupil into society.

The approach is being made along the line of prevention rather than cure, thus the program as stated in Chapter I was the result.

#### CONCLUSIONS

1. The forming of community councils is not moving forward very fast in the school districts, however, the plan has not been in existence for a very long period. The chief reason in most districts for slowness to get the councils formed is that many superintendents are not converted to the need and are of the opinion that other organizations make the council unnecessary.
2. The Parent-Teacher Association is doing splendid work, but this program is not broad enough and does not have crime prevention



as one of its direct objectives. The State Plan wishes to unite all organizations and interests toward the crime problem and its correction.

3. The type of council suggested by the Extension Department of the Utah State Agricultural College is too general in its objectives. In bettering the community, this program would help indirectly toward crime prevention, but at the present the prevalence of crime among adolescents should have the center of the public stage. This council could be made into an effective agency for crime prevention if directed by the objectives of Utah State Council for Prevention of Crime.
4. Guidance and personnel work in the schools are still in their infancy. In several of the districts, outstanding progress is being made. School people see the value of such programs, but do not think that the value would be great enough to merit the training and expense required to put adequate guidance programs into operation in the schools. To carry forward a guidance and personnel program, it would require the employment of a trained person. If this were not done, the teacher in service would have to have such training. This would be difficult because little is offered by the State training teacher institutions in guidance and personnel courses.
5. The compulsory attendance law is generally well enforced in the school districts. The employment of coordinators to enforce the law is usually followed in the districts. In many cases, this man is required to teach in the regular school part time, thus it is questionable whether he has had time to make a thorough in-

vestigation in the case of law violation. In many schools, the coordinator is a former teacher and has had little or no training for his new duties. The personnel department in Salt Lake City is the outstanding example of a setup for the enforcement of the attendance law. This organization is carried on entirely by trained people and it attempts to continue to adjust the law breakers rather than to stop when the child is in school.

6. There are a few districts that have an adequate cumulative record system in their schools. This record should follow the child through his entire school career. It should include a complete record of home conditions, health history, test history, judgments of teachers, attitudes, aptitudes, participation in activities, and scholarship record. All this information must be available if a successful guidance program is to be had in the schools.
7. All superintendents are attempting to have the schools adapt subject matter to the individual differences of the pupils. In the districts where ability grouping is not practical, differences are taken care of in the age groups. The offering of the schools is still quite narrow in most districts. In the larger districts a broadening of the offering is taking place, however, much is yet to be done in the schools after the completion of high school.
8. The yearly physical examination of all school children written into the school laws of 1919 is carried out more effectively in the rural and small districts than it is in the city and larger districts of those investigated. All of the districts attempt to have physical defects remedied when the defects impair school progress or adjustment. Two districts pay fifty per cent of the

cost of all medical and dental service rendered the pupils of the schools.

9. The holding of participation in extra curricular activities as a premium for doing successful school work is the general practice in the schools. Eighteen of the districts require a standard of scholarship before entrance into activities is allowed. All pupils are encouraged to join some activity and in most of the schools careful supervision by the faculty is the rule. In eleven of the districts, special periods are set aside for club and organization activity.
10. In-service training of teachers is followed to some extent in all districts. It is often along better methods of presenting subject matter. Not enough attention is given to training teachers in guidance work and character education. No district requires courses in guidance and counseling of its teachers, either in service or pre-service. This may be because colleges and universities of the State do not offer many courses in this phase of education. Neither does state certification require such training.
11. Publicity of school activities in relation to athletics receives sufficient attention; also, the music departments makes themselves heard by the public. However, little is done to inform the public as to what the schools are attempting to do for the pupils and indirectly for civilization. Few districts publish school objectives to inform the public of school practices.
12. The program as a general undertaking is still new and untried. It will take time for it to get definitely under way in the

schools. It calls for reorganizations not only in schools, but also in the training of teachers. Such reorganizations will need added financial support. The public generally does not, as yet, understand the need for the program, consequently the public has to be converted before rapid progress can be made.

## RECOMMENDATIONS

1. All organizations now in existence in the districts should unite and work toward common ends, especially crime prevention in adolescents, so that there will be no duplication of effort.
2. Every child of school age should be in school or properly excused. Trained men should be used to carry out this work. Adjustment of the child to school should be the objective rather than mere enforcement of the law.
3. All school people should be trained in guidance and personnel work. Teacher should be required to take courses in this field before certification is allowed.
4. Teacher training institutions of the State should expand their offering in guidance and personnel work in relation to school children.
5. Every school should employ at least one trained student counselor.
6. All districts should have an adequate cumulative record system. This record should follow the child through his entire school career and should contain scholarship, health history, home conditions and relations, record of parents, test history, teacher judgment of abilities, aptitudes, and characteristics and participation of pupil in activities, both in school and out.
7. Educational offerings should be broadened to prepare for entrance into society, those pupils who do not intend to enter college or university.
8. Extra curricular activities should be open to all pupils. Only after a careful investigation should any member of the school be eliminated from them.

9. Programs should be suggested for extra curricular activities and these activities should be carefully supervised by the faculty. The faculty supervisor should act as an advisor and not dominate the proceedings of an activity.
10. Students with faculty advisors should be allowed to control and direct all activities of the school except actual instruction of subject matter.
11. All subject matter should grow from definite interests and needs of the pupils of the school.
12. The laws concerning health of the 1919 laws should be enforced.
13. School people should be required to attend school at least once every three years. School districts should give some recognition to teachers who do secure further training.
14. Schools should better inform the public as to school objectives and needs. This can be done through organizations and newspaper advertising.
15. The State Council should be more objective in its suggestions, so that the school districts know definitely what is expected of them.
16. A suggested program of procedure should accompany each point of the Ten Point Plan.
17. The Ten Point Plan as was proposed, is a program of education. It should be more directly associated with the problem of crime prevention.

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## APPENDIX

**Sample of form used as guide**

**While Interviewing District Superintendents.**

Report on the Progress on the State Program for  
Prevention of Crime Through Social Education

Name of Superintendent \_\_\_\_\_

District \_\_\_\_\_

The program enunciates the following:

I. The appointment of a community council in each community or high school center, composed of representatives of all groups whose activities or interests impinge on adolescents.

A. Do you have community councils in your district? \_\_\_\_\_

B. If so, list personnel:

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_
6. \_\_\_\_\_
7. \_\_\_\_\_
8. \_\_\_\_\_

C. List councils objectives:

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_
6. \_\_\_\_\_

D. List specific accomplishments:

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

E. How long has council been organized? \_\_\_\_\_

F. Do you intend to have councils organized? \_\_\_\_\_

1. Unnecessary because other organizations adequately take its place.

II. Strict enforcement of present compulsory school law. That every child shall be in school or properly excused.

A. Does your district maintain a student personnel department? \_\_\_\_\_

1. Duties:

B. Does your district employ a trained coordinator? \_\_\_\_\_

1. List his program:

C. If a teacher does this work is he paid extra for it? \_\_\_\_\_

1. How much? \_\_\_\_\_

D. Do you have a truant officer? \_\_\_\_\_

1. Full time,  $\frac{1}{2}$  time,  $\frac{1}{4}$  time.

2. College graduate, college training, high school graduate.

E. Others who enforce attendance law?

F. List specific accomplishments:

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_
6. \_\_\_\_\_
7. \_\_\_\_\_
8. \_\_\_\_\_
9. \_\_\_\_\_
10. \_\_\_\_\_
11. \_\_\_\_\_
12. \_\_\_\_\_

III. A system of student guidance or counseling that shall embrace the vocational, social, economic, and educational interests of each individual of school age.

- A. Do you have a counseling program? \_\_\_\_\_
- B. If so, who does the counseling? \_\_\_\_\_
  - 1. How?
  - 2. When?
  - 3. Where?
- C. Do you have a home room plan in your district? \_\_\_\_\_
  - 1. Is a definite period set aside for home room activities? (Activity period) \_\_\_\_\_
  - 2. How long is this period? \_\_\_\_\_
- D. Do you have a definite program of character education in your district? \_\_\_\_\_
- E. Do your junior and senior high schools offer courses in occupations?
  - 1. Has a survey been made of existing occupations in your district? \_\_\_\_\_
  - 2. Do you have a bureau of student placement? \_\_\_\_\_
  - 3. Do you have a program of up grading for former students who are employed? \_\_\_\_\_
- F. Do you give aptitude tests? \_\_\_\_\_
- G. Do you give interest tests? \_\_\_\_\_
- H. Do you have a dean of boys? \_\_\_\_\_
- I. Do you have a dean of girls? \_\_\_\_\_
- J. Do you make case studies of maladjusted pupils? \_\_\_\_\_
  - 1. Home conditions.
  - 2. Time outside of school.
- K. Do you use the platoon system? \_\_\_\_\_
- L. Do you use the monitor system? \_\_\_\_\_

IV. Adequate cumulative records for each child.

A. Secure samples of those used.

V. Reorganization of curricular content of school offering, to adequately provide for individual differences and interests.

A. Do you have a definite system of ability grouping in your district?

1. Indicate criteria.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_
6. \_\_\_\_\_

B. Do you use the differentiated course plan? \_\_\_\_\_

C. List curricula offered.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_
6. \_\_\_\_\_

D. Indicate if any plan is made for transfer from one curriculum to another.

E. Indicate what efforts, if any, are made within courses to adapt to individual needs, interests, and capacities.

1. Individualized curriculum?
2. Individualized courses?
3. Individualized assignments?
4. Opportunity of reservoir class.

VI. Promotion of such allied activities, including student organizations and hobby clubs, as are necessary to the development of active life interests among students.

A. List extra curricular activities offered:

- |          |           |
|----------|-----------|
| 1. _____ | 9. _____  |
| 2. _____ | 10. _____ |
| 3. _____ | 11. _____ |
| 4. _____ | 12. _____ |
| 5. _____ | 13. _____ |
| 6. _____ | 14. _____ |
| 7. _____ | 15. _____ |
| 8. _____ | 16. _____ |



- B. Any provisions to limit number of extra curricular activities a student may participate in?
  - 1. 1, 2, 3, etc.
  - 2. Limited by Scholarship?
  - 3. Are all required to participate?
- C. Do you require a definite standard of scholarship before participation in activities is allowed? \_\_\_\_\_
- D. Do you have definite periods set aside in the school schedule for club meetings (activity period)? \_\_\_\_\_
- E. Are organizations required to make reports of activities? \_\_\_\_\_
- F. Does every activity have a faculty advisor? \_\_\_\_\_
- G. Do you have an activity committee in your various schools? \_\_\_\_\_
- H. Do you have student assemblies in your junior and senior high schools? \_\_\_\_\_
  - 1. Do the various organizations put on some of these assemblies? \_\_\_\_\_

VII. Reappraisal of school methods, and adoption of methods that will diagnose individual difficulties and needs, and provide adequate remedies.

- A. Does your district employ a school physician?
  - 1. Is each child given a yearly physical examination?
  - 2. Are parents notified of children's defects?
  - 3. Is free medical service given in your district to needy cases?
- B. Does your district employ a school dentist?
  - 1. Is dental service free to needy cases?
  - 2. Are rates given to students for dental work?
- C. Does your district employ a school nurse?
- D. Is the class room teacher required to make a daily health inspection?
- E. Is your physical education department required to give special attention to remedial physical defects?
- F. Are hot lunches served in your school?
  - 1. Are these lunches free?
  - 2. Is a lunch room provided?
- G. Do you have special health classes aside from those given in regular curriculum
- H. Is mental hygiene a definite phase of your health program?

- I. Do you make case studies of nervous children?
- J. Suggest procedures which attempt to adapt to individual needs, interests, capacities.
  1. Does reading, speaking, writing grow out of definite interests, or do we teach such phases for their own sakes?
  2. Do you use the unit organization in your district? \_\_\_\_\_
  3. Efforts toward integration of subject matter.
  4. Promotional plans.

VIII. There shall be a program of in service training of teachers to the end that teachers now in service as well as those who shall later be employed shall become adept in counseling, diagnosing, and guiding the social, economic and educational activities of youth.

A. Criteria for selecting and placing teachers.

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B. Supervision

- |           |            |
|-----------|------------|
| 1. Number | 2. Kinds   |
|           | a. Special |
|           | b. General |

C. Are teachers required to join professional associations? \_\_\_\_\_

1. What are they joining?

D. How many general institutes held in your district yearly? \_\_\_\_\_

E. How many special conferences held in your district? \_\_\_\_\_

1. Specify kind

F. Indicate other methods of in service training.

1. Individual conferences.
2. Written suggestions.
3. Bulletins.
4. Book reviews.

G. Any recognition given for summer school, travel, or special work?

IX. Any program needs evaluation. It is essential also that the means used in evaluating are reliable. It is proposed, that techniques be devised that will reliably measure the program and its results.

A. By attendance records.

1. Increased enrollment?
2. Decreased enrollment?

B. By school achievement

1. Fewer failures
2. Better adaptations

C. By objective aptitude tests for counseling.

D. Other methods.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_

X. It is essential that the public, who is an important party in such a program, be kept informed. Adequate publicity to the purposes, activities, and accomplishments of such a program should be had.

A. Do your junior and senior high schools publish a school paper? \_\_\_\_\_

B. Do your junior and senior high schools publish a hand book? \_\_\_\_\_

C. Do your junior and senior high schools publish an annual? \_\_\_\_\_

D. Do you furnish bulletin boards for your school? \_\_\_\_\_

1. Do you exhibit outstanding achievements on these boards? \_\_\_\_\_

E. Do your junior and senior high schools publish bulletin or handbills on school programs? \_\_\_\_\_

F. Do you have visiting days at your school? \_\_\_\_\_

G. Do you notify the public of school entertainments? \_\_\_\_\_

- H. Do you notify the public of school athletic contests? \_\_\_\_\_
- I. Does your school furnish material or numbers for non-school organizations? \_\_\_\_\_
- J. Do you furnish exhibits of school work to county fairs? \_\_\_\_\_
- K. Do you use show windows of business houses for school exhibits? \_\_\_\_\_
- L. Do your schools participate in community celebrations, parades and entertainments? \_\_\_\_\_
- M. Do you have an interchange of talent between schools? \_\_\_\_\_
- N. Do your schools cooperate with the press.

**Sample of Cumulative Record**

**Blank issued by the State Office of Education.**